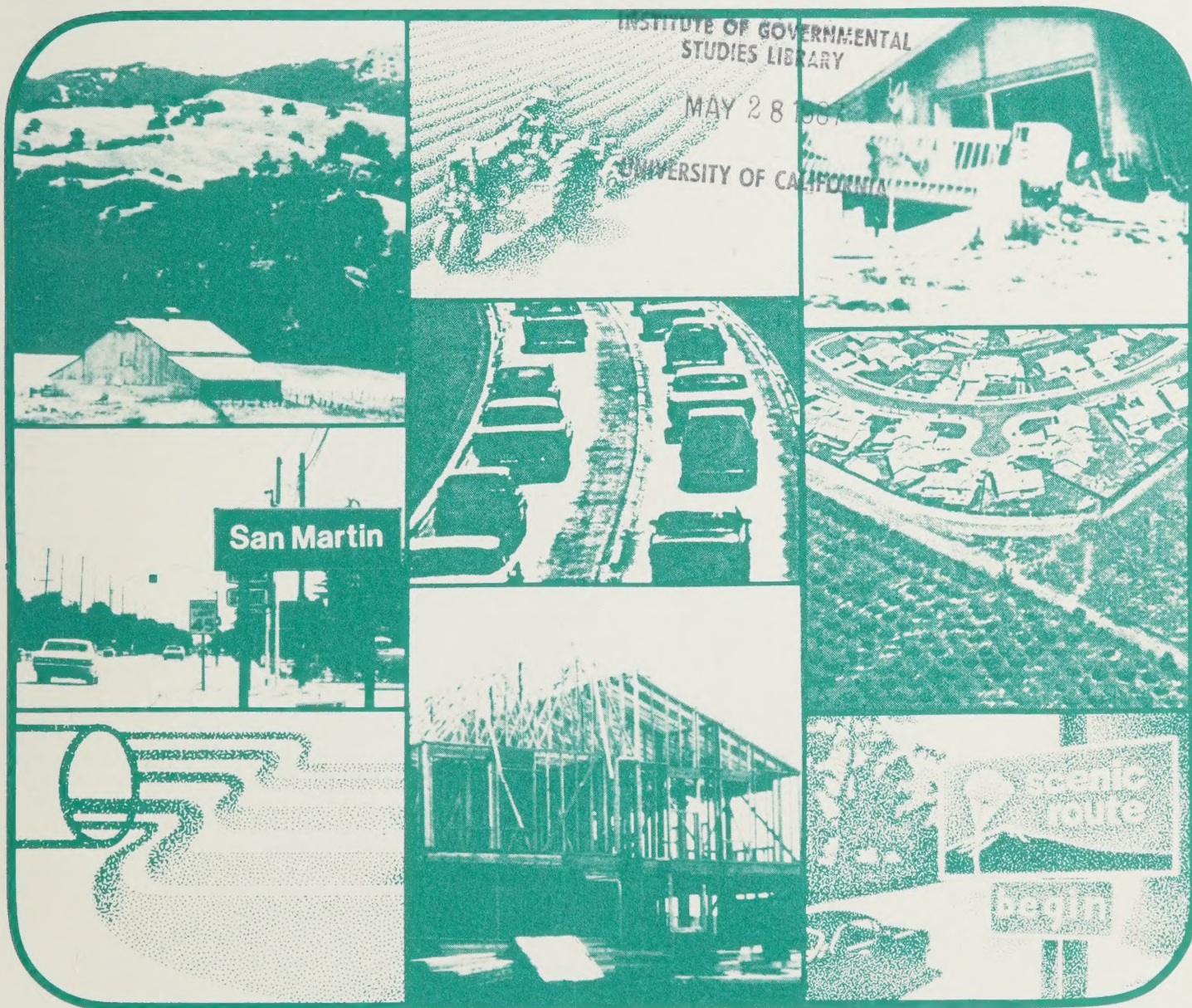


SOUTH COUNTY JOINT PLANNING PROGRAM

City of Morgan Hill

City of Gilroy

County of Santa Clara



ADVISORY COMMITTEE RECOMMENDATIONS

SEPTEMBER 1986



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City of Gilroy

City of Morgan Hill

County of Santa Clara

ADVISORY COMMITTEE RECOMMENDATIONS

Supervisor Susanne Wilson, Chairperson

Published by the County of Santa Clara
Office of Planning
Department of Land Use and Development
70 West Hedding Street, San Jose, California 95110

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THE COVER

The cover illustrates some of the issues and opportunities for planning agreements among the local governments responsible for shaping the future growth of South County:

- o Rural land uses on the valley floor and policies for the hillsides and mountain areas;
- o The role of agriculture and related activities;
- o Standards for development safety relating to hazards such as geologic or seismic instability;
- o San Martin's future;
- o Transportation and related issues;
- o Open space and greenbelts related to urban areas;
- o Water-related issues, including sewage treatment, flood control/drainage, and groundwater quality;
- o Jobs/housing balance and economic development;
- o Recreational facilities and other community and regional amenities.

Section One of this report has been published as a separate document: South County Joint Planning Program Recommendations - Executive Summary. For information about how to obtain the Executive Summary, or for additional copies of this report, contact the County of Santa Clara's Planning Office at the following address:

South County Joint Planning Program
Advisory Committee Recommendations/Executive Summary
County of Santa Clara
Department of Land Use and Development
Office of Planning
70 West Hedding St.
San Jose, California 95110

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Section 1

Executive Summary

SECTION 1

EXECUTIVE SUMMARY

PROGRAM OVERVIEW

Project Scope

The South County Joint Planning Program was undertaken in February, 1985, by the County of Santa Clara and the Cities of Morgan Hill and Gilroy to initiate a joint planning program for South County. The goal of the program was to create a process through which the three South County jurisdictions could work together to promote a sound future for the South County area and to foster a climate for ongoing interagency cooperation and coordination in addressing issues of mutual concern.

Responsibility for directing the joint planning activities was delegated to the South County Joint Planning Advisory Committee, a 20-member committee appointed by the County and the Cities of Morgan Hill and Gilroy. The Advisory Committee was comprised of elected and appointed officials from the three sponsor jurisdictions as well as citizen members appointed to represent the various communities of interest in the South County area.

The Advisory Committee identified as its principal area of concern that portion of the southern Santa Clara County which is under the jurisdiction of the County and the two Cities--the incorporated and unincorporated lands south of the Morgan Hill - San Jose Boundary Agreement line, including the valley floor, adjacent hillsides, and related inter-mountain areas. The Coyote Valley was included as a secondary area, for consideration of its relationship to the primary study area.

Process

The adopted General Plans for the three South County jurisdictions were reviewed to determine the extent to which existing policies are compatible and can accommodate projected growth. Through the work of consultants and staff drawn from the sponsor agencies, issues and options of particular importance to South County's future were studied. Based on this work, the Committee made formal findings upon which it relied as policy recommendations were developed and refined. These policy recommendations are summarized below.

The Committee also recommended an Implementation Action Plan to ensure that the Committee's work could be translated into cooperative action as part of an ongoing joint implementation process. Finally, the Committee recommended establishment of a permanent forum for intergovernmental coordination in the South County. The successor Committee would oversee implementation of the work begun in this process, and would be available to undertake additional topics as the sponsor agencies may direct.

SUMMARY OF POLICY RECOMMENDATIONS

Planning for Growth: The three jurisdictions' existing plans should be continued as the basis for joint policy in the South County, since they are in general agreement on most topics and will accommodate the growth projected to 2005. By that time, the number of South County residents is expected to increase more than two-fold and employment more than four-fold. Since the pressures for growth in Santa Clara County are likely to continue beyond 2005, effective joint planning should be continued.

Urban Growth and Development: Urban development should occur in the cities in an orderly and contiguous pattern, managed and scheduled consistent with the provision of public facilities and services. Land uses in rural areas should be limited and public services to rural areas should be appropriately limited.

Economic Development: Economic development should be diversified. Cities should encourage types of economic development which address identified community needs (City and County areas) and are planned so as to minimize negative impacts.

Jobs/Housing Balance: In the South County communities, jobs and housing should be balanced in order to minimize increases in housing costs, traffic congestion and commute time and to optimize economic balance and the capacity to provide services. The ratio of jobs to housing should be monitored as development proceeds so that appropriate policies to maintain balance can be implemented. This is important because the three jurisdictions' existing plans, while generally adequate to accommodate the urban growth forecast to 2005, will result in a surplus of jobs relative to housing units.

Education: Community development and school development should be coordinated and sites for new schools should be selected carefully to optimize educational goals and to enhance the school's role as a community resource. Additional funding methods should be developed for needed school facilities, since present school financing methods are inadequate and projected growth could more than double school enrollment by 2005.

Infrastructure: Infrastructure needs should be identified and infrastructure development should be coordinated in order to minimize costs and to support the achievement of community goals.

Sewers/Sanitation: Septic systems should be used only for low intensity uses where they will have minimum impact on the environment. Urban development is most appropriately served by sanitary sewer systems. Since additional sewer capacity is a prerequisite for further urban development, expansion of the joint Morgan Hill-Gilroy sewage treatment plant should proceed.

Water Supply: Water demand stimulated by new development should not exceed the water supply. The use of water should be made more efficient through appropriate means such as watershed protection, percolation, reclamation, and conservation.

Water Quality: Water quality should be protected from contamination, and should be monitored to assure that present policies and regulations are adequate. Such uses as waste facilities, septic systems and industries using toxic chemicals should be prohibited where polluting substances may come in contact with groundwater, floodwaters, and creeks or reservoir waters. Intergovernmental coordination between the Cities, the County and local agencies should be considered as an effective means of resolving issues of concern regarding water quality and as a means of investigating the feasibility of compatible standards, ordinances and enforcement procedures for hazardous materials and waste management.

Hazardous Materials and Waste Management: In order to reduce the risks associated with the storage, handling, use and transportation of hazardous materials and wastes, such activities should be carefully monitored to ensure compliance with local regulations.

Transportation: A balanced transportation system should be developed which integrates various transportation modes with existing and proposed land uses and assures access to all. The Cities and the County should improve coordination and cooperation on all aspects of South County transportation planning. Particular attention should be paid to preserving options for future transportation facilities prior to development.

Flood Control: Flooding affects substantial areas of South County. Because the flood control projects currently under construction are designed to protect only existing developed and planned urban areas, land development should be managed through land use planning, development policies and regulations to ensure that flood damage in South County is minimized and to suppress the need for public funding of additional flood control facilities.

Local Drainage: Local drainage problems in South County should be minimized by preventing inappropriate development in areas which are prone to drainage problems and by using design standards and advanced planning to manage development. Developers of individual projects should be required to mitigate off-site and on-site impacts and, where appropriate, to install local drainage facilities which would contribute to an eventual areawide solution to the local drainage problems, preferably in the context of a master plan for local drainage which should be developed jointly by the Cities and the County.

Agriculture: Agriculture should be continued in South County, since it contributes to the local economy, helps to delineate urban boundaries, and represents the most productive use for land which is not immediately planned for urban development. The County and the Cities should reaffirm their commitment to the long-term maintenance of agricultural land uses in South County; future urban growth should be planned so as to avoid encroachment into those agricultural lands with the greatest long-term potential to remain economically viable. More effective methods of support and preservation should be developed, especially for South County's prime agricultural land areas east and south of Gilroy.

Development Hazards/Environmental Safety: New development should avoid hazardous and sensitive areas and should occur only where it can be built without risking health and safety. New habitable structures should not be allowed in areas of highest hazard such as floodways, potentially active landslides, fault traces, and airport safety zones. In areas of less risk, development should be limited and designed to reduce risks to an acceptable level. Hillside should be protected, and development should be precluded on steep slopes; when hillside land is developed, it should be done with minimum disruption of topography and vegetative cover and should appear compatible with the surroundings. Natural streamside areas should be left in a natural state. Existing development regulations should be continued, with monitoring to determine their effectiveness; policy changes should be made only after review by all three jurisdictions.

Open Space and Recreation: The wide variety of open space areas in the South County should be maintained, and successful implementation of the South County's open space and recreation goals and objectives should be achieved through coordinated activity as well as effective individual action by each jurisdiction. Implementation of the Llagas and Uvas Creeks as major streamside park chains should be actively promoted as part of a system of city and regional parks linked by pedestrian ways, trails and streamside park chains. Greenbelts at the northern boundary of Morgan Hill and between Morgan Hill and Gilroy should delineate and provide contrast between the urban areas of the South County cities. The South County's hillside and mountain areas should be limited to low-intensity rural uses compatible with open space in order to maintain their integrity as the South County's major scenic resource.

Rural/Urban Land Use: The South County jurisdictions should resolve the draft proposal for urban and rural land use policies and standards which has been held for further consideration in the context of a continuing joint County-Cities process. This is necessary because pressure for development of rural unincorporated lands will continue despite the General Plan policies of the three South County jurisdictions, which limit land uses in rural areas to rural-residential, open space and agriculture, and specify that urban development shall occur only in cities.

San Martin: The future of San Martin, particularly its future level of development and form of governance, should be resolved by community residents, the County, the Cities, and affected special districts. In the interim, San Martin should remain an unincorporated, predominately rural-residential community governed by the County Board of Supervisors. Once the issues regarding San Martin's future have been resolved, a special area plan and an implementation program should be prepared with input from the Cities of Gilroy and Morgan Hill. If San Martin is to remain a generally low density rural residential area, existing land use and septic regulations should remain in force at their current level. Conditions should be monitored to determine whether changes are advisable. If an urban future is to be recommended, a wastewater management program, including mechanisms for implementation and financing, should be developed.

Coyote Valley: Anticipated impacts on the South County which result from development in Coyote Valley should be reviewed and addressed by the affected jurisdictions, both individually and through cooperative action. Particular attention should be paid to jobs/housing balance, school impaction, and implementation of the Coyote Greenbelt at the northern boundary of Morgan Hill.

Truck Stops: Given their demand for higher levels of police and fire protection, and the nature and range of activities they generate, truck stops should be located within cities and near major truck routes. Proposals to develop truck stops should be evaluated for a variety of locational, environmental, fiscal, and safety-related considerations. These criteria, which are outlined in the South County Program's Truck Stop Siting report, and which are included as an appendix to this report, should be reviewed and adopted by the South County jurisdictions.

PLANNING IMPLEMENTATION AND CONTINUITY

Planning Implementation: The Recommended Policy Plan should be widely circulated among interested agencies, organizations and the general public in the South County for review and comment. Following this period of public review, the sponsor jurisdictions should adopt jointly those recommendations which are deemed acceptable. Any recommendations which are judged unacceptable as presently drafted should be reworked through a joint reconciliation process and then adopted. Feasible schedules for implementing the policy recommendations in accordance with the adopted Implementation Action Plan should be developed through a cooperative process by the appropriate County and City staff departments.

Program Continuity: Until the sponsor jurisdictions have taken final action on the Recommended Policy Plan, the existing South County Joint Planning Advisory Committee should continue to function, making itself available to resolve policy or language concerns. Once final action has been taken by the sponsor jurisdictions, a successor Joint Planning Advisory Committee should be established to maintain the momentum for joint planning and to assist in identifying and resolving issues of mutual concern to the South County communities.

Topics Recommended for the Next Phase of Joint Planning: The Advisory Committee has recommended the following topics for consideration in the next phase of joint planning:

1. Completion of rural/urban land use policies and coordination of development standards
2. Intergovernmental fiscal issues
3. Economic development in a community context
4. North-south automobile circulation in South County

Section 2

Program Overview

SECTION 2

PROGRAM OVERVIEW

SOUTH COUNTY JOINT PLANNING ADVISORY COMMITTEE

The South County Joint Planning Program was undertaken in February, 1985, by the County of Santa Clara and the Cities of Morgan Hill and Gilroy to initiate a joint planning program for South County. The goal of the program was to create a process through which the three South County jurisdictions could work together to promote a sound future for the South County area and to foster a climate for ongoing interagency cooperation and coordination in addressing issues of mutual concern.

Responsibility for directing the joint planning activities was delegated to the South County Joint Planning Advisory Committee, a 20-member committee appointed by the County and the Cities of Morgan Hill and Gilroy. Nine (9) Committee members are elected or appointed officials (Supervisors, Council Members and Planning Commissioners) of the three jurisdictions. The remaining eleven (11) Committee members are public, or citizen, members who represent various South County communities of interest, including the rural community of San Martin. In addition, eight (8) alternates were appointed to serve as active participants in the joint planning process.

COMMITTEE CHARGE

When the Advisory Committee was formed, it was given the following charge by the three sponsor jurisdictions:

1. Study the issues and options relevant to the South County's future, with study reports to be prepared jointly by the staffs of the County and the Cities with consultant services as may be needed.
2. Guide the preparation of a draft joint agencies plan by staff and consultants for submittal to the Board of Supervisors, County Planning Commission and the City Councils and Planning Commissions of Morgan Hill and Gilroy.
3. Include in the planning process consideration of the area's infrastructure needs and appropriate roles of the Cities, the County, other agencies and the private sector in meeting those needs, with proposals regarding them to be submitted following the draft plan.

4. Draw upon the resources of the community through such meetings, workshops, hearings and other methods as needed to secure public participation and professional expertise vital to the success of the project.
5. Act as liaison between the South County Joint Planning Program and the City Councils, Board of Supervisors, and the Planning Commissions in order to inform the three jurisdictions of progress in the program, to make referrals of issues requiring special attention by one or all of the participating agencies, and to bring feedback to the program.

The Advisory Committee focused its attention primarily on the portion of the southern Santa Clara County which is under the jurisdiction of the County and the Cities of Morgan Hill and Gilroy. This area is generally south of the Morgan Hill - San Jose Boundary Agreement Line, and includes the valley floor, adjacent hillsides, and related inter-mountain valleys, such as Paradise Valley, Hayes Valley, and Watsonville Road, Anderson Lake and Pacheco Pass.

The Committee included the Coyote Valley as a secondary study area, to assure consideration of its strategic location vis-a-vis the rest of South County. Advisory Committee members recognized that the potential impacts of Coyote Valley development on the jurisdictions and special districts in South County demanded the Committee's time for study and the preparation of recommendations relating to this area.

COMMITTEE WORKING PROCESS

After setting its rules of procedure, the Advisory Committee determined the scope and concerns that should be addressed to assure a sound future for South County. It also determined the planning process by which it would prepare its recommendations. Both initially and in the course of its work, the Committee concluded that the issues requiring resolution exceeded the time and resources available to it. Consequently, some issues were postponed.

The Advisory Committee's planning process included several steps. First, the Committee directed the staff, led by County Planning Office planners, to prepare reports on each selected topic. The reports presented background information, important issues, and feasible alternative solutions when appropriate. The reports also included, for Committee consideration and review, draft findings which summarized the current situation and presented draft recommendations to address the problems. The staffs of the Cities, and other agencies, when appropriate, participated in the preparation of the reports. Prior to adopting a set of preliminary findings and recommendations for each topic, the Advisory Committee discussed the issues and considered input from community members and representatives of affected agencies. It was understood that, until all aspects of the work program had been considered, all recommendations were preliminary.

The process also included a review of the three jurisdictions' general plans, to identify their consistency with regional forecasts of population and employment growth and the consistency of their policies regarding the topics of concern. Policy statements reflecting the areas of consistency between the three plans were drafted for consideration by the Advisory Committee. This phase also included review of a composite of the three general plan land use maps relative to maps showing environmental hazard and resource areas.

Finally, the Advisory Committee reviewed and revised a draft recommended policy plan based on all the preliminary material, which had been reviewed for consistency and conflict. This report presents the Advisory Committee's recommended policy plan.

Participation from the sponsoring jurisdictions and the community was promoted. Public input was encouraged at meetings scheduled regularly in Gilroy, Morgan Hill and San Martin. Agendas and working papers were mailed to an extensive mailing list. The sponsoring agencies had periodic reports and discussions, and a Progress Report presenting draft findings and recommendations as of January 1986 was widely distributed.

The Advisory Committee has concluded that a continuing joint planning process is necessary to address remaining unresolved issues and to facilitate implementation of joint policies of the three jurisdictions.

Section 3

Findings

INTRODUCTION

The Findings are the conclusions which the Advisory Committee reached for each topic before finalizing its recommendations. They represent the interaction of the Committee members with each other, the staff reports and other available materials, as well as input from other agency staff and community members participating in the process. The Findings reflect, justifiably, both factual data and community concerns.

The Findings are presented here by topics which generally relate to the report topics considered by the Advisory Committee. The relationship between the Findings and the recommended policies, however, is not always direct, since the recommended policies now include a number of policies reflecting consistencies between the three plans which were included without specific findings. Further, the recommended policies have been reorganized for presentation as an integrated policy plan.

CONSISTENCY BETWEEN THE JURISDICTIONS' GENERAL PLANS

The general plans of Santa Clara County and the Cities of Morgan Hill and Gilroy are generally consistent regarding major topics of concern to South County.

Statements reflecting areas of agreement among the plans are included in the Recommended Policy Plan. There are some areas of inconsistency, such as balance between the amount of land planned for industry and for housing, some aspects of rural/urban land use and development standards, and ridgetop development policies. Recommendations for resolution of such topics are also included in the Recommended Policy Plan.

1. POPULATION/EMPLOYMENT

- 1.1. The 1985 ABAG forecasts of population and employment are the current basis for Cities-County planning in the South County.
- 1.2. The ABAG forecasts and combined plans of the two cities and the County are generally consistent. The exception is that the ABAG forecasts assume a relaxation of Morgan Hill's growth control provisions as the year 2000 is approached. It should be noted that the City of Morgan Hill has formally protested the ABAG assumption. If the growth control provisions are kept unchanged, the 2005 Morgan Hill population will be less than anticipated by ABAG; as a result, there may be demand for additional development in Gilroy, in the County, or elsewhere in the region.
- 1.3. If the forecasts are realized, the South County could be expected to go from an employment deficit relative to housing units of approximately .7 in 1980 to an employment surplus of approximately 1.3 in 2005.
- 1.4. The ABAG 2005 forecasts can be accommodated by the existing plans, with varying amounts of planned residential and industrial land remaining undeveloped at 2005.
- 1.5. If the plans are not changed and the ABAG forecasts are realized, at 2005 there will be enough undeveloped planned land remaining in Morgan Hill to accommodate 5.4 years of additional residential development and 0.5 years of industrial development. In Gilroy, there will be enough planned undeveloped land to accommodate 1.2 additional years of residential development and 14.5 years of industrial development.
- 1.6. Pressures for residential and employment growth in the South County will continue and increase beyond 2005 as development in the Bay Region and Central Coast Region uses up available land.
- * 1.7. Santa Clara County is a fast-growing region, drawing large amounts of industry and people. The northern portion of the County experienced its most rapid growth between 1960 and 1970, whereas, the southern region experienced substantial growth between 1970 and 1980.

Findings marked with an asterisk (*) were adopted in April 1985, prior to the release of the ABAG 1985 projections. They are not affected by the revised ABAG numbers. The other findings and recommendations were adopted in October, after analysis of the existing plans relative to the ABAG 1985 forecasts.

- * 1.8. Employment growth in Santa Clara County continues to exceed projections.
- * 1.9. Although some of ABAG's latest projections may be inconsistent with the Cities' policies and projections, they and other available projections may be used as background material.
- * 1.10. South County may continue to experience the pressures of growth to and beyond the year 2000. The degree to which growth actually occurs will be the result of a number of factors.
- * 1.11. South County may be affected by institutional and external growth factors. Institutional growth factors include land use limitations imposed by general plans and growth control ordinances. Growth may be influenced externally by the national economy and the land market. There are at least eight additional factors that have been identified which may stimulate or restrain the growth of South County. These factors include: South County's relative attractiveness to industry, the Gilroy/Morgan Hill Wastewater Treatment Facility, the Gilroy and Morgan Hill growth control ordinances, the effects of the development of Coyote Valley, the future balance of jobs to housing, the effect of intergovernmental agreements and implementing actions regarding land use policy and infrastructure, the effect of water and air pollution on development, and the effect of the transportation system and its management.
- * 1.12. In response to pressures for growth, development is more likely to occur in areas where there are fewer growth restrictions.
- * 1.13. The County's unincorporated areas will experience pressures to develop as cities limit development within their jurisdictions. In addition, the County's policies regarding land use and services may similarly affect development and growth in the cities.
- * 1.14. Presently, the population of South County has a lower median income and lower level of education than North County. Morgan Hill has begun to resemble the cities of North County in terms of population characteristics. With the continued population and employment growth, Gilroy will probably follow this trend.

- * 1.15. There are segments of the population which require special consideration. They include the elderly, the young, the disabled, the educationally disadvantaged, single-person headed households and ethnic minorities. These people will be affected as growth in South County continues. Each segment of the population has special needs. The young need schools, open space, and activity centers. The adults require jobs, affordable housing and support centers. The elderly, whether able or disabled, require senior centers, transportation, freedom of movement, and care facilities. As growth occurs and the area becomes developed, competition for land and services may affect the Cities' ability to provide for the needs of their special citizens.
- * 1.16. If San Jose's development of Coyote as a major Campus Industrial Area proceeds as planned, generating over 50,000 jobs, this will create a need for 34,000 dwelling units in the region. San Jose has planned only 9,000 dwelling units in the Coyote Valley and they may not be built until the late 1990's. This may add substantially to the demand for housing and services in Morgan Hill, Gilroy, all of South County and neighboring counties.
- * 1.17. With the creation of new jobs in South County, there may be an increase in workers commuting into the area from other counties. Hence, commute patterns and transportation plans may be affected.
- * 1.18. Population and employment growth in neighboring counties (San Benito, Santa Cruz, Monterey) may affect South County.
- * 1.19. Presently there is an imbalance of jobs and housing in South County. The area has more housing than jobs. Gilroy and Morgan Hill predict that within 10 years there will be an over-correction of this imbalance with more jobs than housing.

2. JOBS/HOUSING BALANCE

Importance of Jobs/Housing Balance

- 2.1. The relative balance between the number of jobs and the amount of housing within a city, sometimes referred to as the jobs/housing balance, is a general indicator of the potential opportunity for people to live and work in the same city.

Current City Policies Regarding Jobs/Housing Balance

- 2.2. City of Morgan Hill policy states that the City will monitor the ratio of jobs to housing within the city as part of the annual General Plan evaluation. As the jobs/housing ratio approaches 1.0, the City Council will reconsider the rate of development and the total acreage of industrial and commercial land.
- 2.3. City of Gilroy policy states that a balanced community containing an equal proportion of jobs and housing is the City's desired goals, and once achieved, will be maintained through land use controls.

Current County Policies Regarding Jobs/Housing Balance

- 2.4. Job growth in the South Valley cities should be on a level consistent with the employment needs of local residents.
- 2.5. The level and location of employment growth should be compatible with the planned housing supply, and the capacity of the transportation systems and other facilities.
- 2.6. In cities with a planned or existing excess of jobs relative to housing supply, expansion of urban service area boundaries for the purpose of increasing permanent employment should not be approved unless adjustments are made in the city's urban service area of general plan to promote a balance between jobs and housing.
- 2.7. Urban development should occur only within urban service areas and under city jurisdiction.

Current Situation: Shortage of Jobs

- 2.8. According to Association of Bay Area Governments (ABAG) projections, based upon the assumption of 1.59 workers per household in Morgan Hill and 1.39 workers per household in Gilroy, there is currently a jobs/housing imbalance within the cities of Morgan Hill and Gilroy, with a housing surplus of approximately 3,500 dwelling units. As a consequence, many South County residents must commute to jobs in the North County.

Future Projections: Shortage of Housing

- 2.9. Association of Bay Area Governments (ABAG) forecasts indicate that by 1995 there will be an over-correction of the current jobs/housing imbalance in the South County, resulting in a housing shortage of almost 2,800 dwelling units. (Gilroy is predicted to have a shortage of 3,526 dwelling units, based on 1.45 workers per household, while Morgan Hill is expected to have a surplus of 670 dwelling units, based on 1.62 workers per household.)

Consequences of Imbalance in South County

- 2.10. The potential negative impacts of a job surplus in the South County may include:
- a. higher housing costs,
 - b. increased traffic congestion and longer commute times,
 - c. increased need for major improvements of roads and highways,
 - d. higher levels of air pollution,
 - e. changes in local community character.
- 2.11. The potential negative impacts of a housing surplus in the South County may include:
- a. low tax revenue from residential land use,
 - b. high cost of providing services for residential development,
 - c. local residents commuting to other areas for employment, and
 - d. pressure for rural areas to develop.

Impacts on Adjacent Counties

- 2.12. If future development in South County results in a significant housing shortage relative to jobs, there will be increased pressure for housing development in nearby counties (e.g., San Benito, Santa Cruz, and Monterey Counties). This is likely to result in a significant increase in workers commuting into South County from these other counties.

Impacts of Coyote Valley Development

- 2.13. If the Coyote Valley develops as it is currently planned, it may further contribute to the jobs/housing imbalance in South County.

3. EDUCATION

- 3.1. Schools are an important community resource.

Substantial changes are forecast for South County

- 3.2. Cooperative planning is necessary to meet the challenges which result from projected changes.
- 3.3. Continuing growth is projected. A critical question for the districts is, how fast? Fast paced growth may overwhelm the districts.
- 3.4. Changes in the characteristics of the population and students are likely from projected growth and with these changes some of the challenges may change.
- 3.5. Shifts in the economy from agriculture to high technology and services are expected. Along with the high schools, Gavilan College has an important role to play in preparing students for the job market of the 1980's and 1990's.

School operating funds are limited and inflexible

- 3.6. School operating income is now determined by rigid State formula where it was formerly set by the local district. Income to most districts is no longer determined by the local property tax because State aid supplements local taxes to a uniform per student level.
- 3.7. The costs of meeting special education needs of the South County population reduce the money available for regular education.
- 3.8. Extensive busing is necessary. A percentage of the costs of busing must be paid out of the funds intended for education.
- 3.9. State lottery money may provide some operating revenue.

Funds currently available for building permanent facilities are more limited than are operating funds

- 3.10. Local funding flexibility is gone. The State has provided no broad general purpose funding tools for local districts.
- 3.11. A residential impact fee is collected for each new dwelling unit. The fee is generally used only for temporary portable classroom structures and covers only about 35% of the cost of the temporary classroom space needed for a new household. 45% of the Gilroy Unified School District classrooms are in such structures. Since permanent structures cost much more and take longer to build, the impact fee is an inadequate method of funding new facilities over a long period of growth.
- 3.12. The State provides a very limited number of low rent, furnished portable classrooms to overcrowded districts but this is on a strictly interim basis and is therefore not a permanent solution.
- 3.13. Some resources may be made available to the school districts from the Mello/Roos School Facilities Act or Redevelopment Agencies under special circumstances.

Land use policies often determine education services

- 3.14. School Districts are service providers but they are affected by land use decisions made by cities and the County.
- 3.15. Overall growth directly affects school capital budgets and programs.
- 3.16. Homogeneous development patterns can lead to racial imbalance.
- 3.17. Widely scattered growth requires busing, which means added costs for the school district.

4. SEWERS/SANITATION

Urban Wastewater Treatment in South County

- 4.1. The amount and rate of growth of the two cities is dependent on the management of the wastewater treatment facility and the capacity and timing of its expansion or replacement.
- 4.2. The existing Gilroy/Morgan Hill wastewater treatment facility was built with a design capacity of 6.1 mgd. The system effluent is disposed of by percolation ponds in which percolation capacity is limited by high ground water levels. The system also has had odor problems.
- 4.3. In 1984 the Regional Water Quality Control Board rated the systems capacity at 5.15 mgd, resulting in a moratorium on further hookups, and directed the Cities to develop interim and long term solutions.
- 4.4. A separate, adjacent facility treats wastewater generated by food processing plants, bypassing the municipal plant and discharging its effluent into another system of percolation ponds. Following citation of the food processors system by the Bay Area Air Quality Management District for odor problems, the two systems have traded land and reconfigured the percolation ponds to increase winter percolation capacity and reduce odor problems.
- 4.5. In 1985, in response to actions by the Cities, the Regional Water Quality Control Board re-rated the system capacity to 6.1 mgd.
- 4.6. The 6.1 mgd. capacity of the existing facility will probably be fully used by 1989 based on current commitments and expected growth rates. Further development can proceed as planned only by expansion of the current facility or construction of a new one.
- 4.7. The cities are planning a new wastewater treatment facility for construction by 1988-1990. Six system alternatives, including "no project" are being evaluated, and financing methods are being explored.
- 4.8. All of the long-term plan alternatives are designed for an effluent capacity of 18 mgd. average annual flow, which will handle any combination of land uses, such as residential, commercial and industrial, with a discharge equal to a population of 143,500 or, assuming 3.54 persons per dwelling unit, 40,537 dwelling units.

- 4.9. The design planning period for the project is 1988 to 2008, based on a reasonable lifetime of 20 years for wastewater facilities and an assumed implementation schedule of 1988 for construction/operation.
- 4.10. The projected population of 143,500 for the sewer system service area is based on previously prepared population projections, historical trends and on the planning policies of the communities. These include Morgan Hill's Measure E, which limits its population to 30,000 in the year 2000, when it expires.
- 4.11. The project alternatives differ primarily in the methods of disposing of the effluent, e.g., land disposal by means of percolation ponds, below surface infusion into the Pajaro River water system, or transport by pipe to Monterey Bay.
- 4.12. Disposal of the effluent is the primary limitation on system capacity. Land disposal requires large tracts of land. A pipe to the ocean could be pressurized to increase its capacity.
- 4.13. Difference in both capital and operating cost is related primarily to the method of effluent disposal. Disposal into the Pajaro River would probably require expensive, tertiary treatment; land disposal would require purchase of large land areas. The financing of the facility might affect potential funding for other community facilities or services.
- 4.14. The local land use impacts of the system would be greatest for the land disposal alternatives. Percolation ponds will require 1,300 acre of land, converting it to permanent and unpopular open space and impacting surrounding land, particularly residential uses. Expansion to accommodate growth after the year 2008 may be more difficult for land disposal than for ocean/river disposal.

Septic Systems

- 4.15. Septic systems are the basic means of approved sewage disposal in the unincorporated, rural area of South County.
- 4.16. Approximately 18,000 people residing in unincorporated areas of the South County use septic systems.
- 4.17. Septic systems are generally suited only to residential-scale land uses and waste composition since their effectiveness is limited as to size of systems and volume and composition of discharge.
- 4.18. County policies discourage the use of septic systems for commercial and industrial uses, except where such uses will not generate large volumes or unsuitable wastes.

- 4.19. Several factors affect the ability of soils to accommodate septic tank effluent: soil type, very rapid or slow percolation rate, high groundwater level, distance to adjacent surface waters, slope, and shallow bedrock or impermeable layer.
- 4.20. The presence of septic systems contributes to degradation of drinking water supplies by salts, particularly nitrates, and, sometimes, by bacteria and viruses.
- 4.21. There are areas where cumulative effects from the total number of septic systems contribute to groundwater quality problems or where the intensity of existing or proposed uses may be greater than can be accommodated satisfactorily by septic systems.
- 4.22. The Santa Clara County Health Department, Environmental Health Services, issues permits for septic tank systems in areas where municipal sanitary sewer services are not available and where there are appropriate soil conditions which permit the safe use of septic systems. The County Health Department is responsible for monitoring septic tanks and investigating complaints regarding suspected failing septic systems.
- 4.23. Of the County facilities located in South County, the South County Office Building is connected to the Morgan Hill-Gilroy sewer line through agreement with the cities. The others, including the Airport, Transit Agency Service Facility and the Boy's Ranch, have septic systems.

San Martin

- 4.24. All of the San Martin area residences, farms and other establishments are served by septic systems or other individual systems such as sumps or cesspools. Access to the Gilroy/Morgan Hill sewer systems is not available without approval by the Cities of Morgan Hill and Gilroy.
- 4.25. Outside the service area of the two small water companies, contamination of domestic water supply can only be prevented by limiting the total amount of discharge and by keeping the lots large enough that the effluent from the septic system does not reach the underground water in wells from which domestic water is drawn.
- 4.26. In various parts of the San Martin area, including those along Llagas Creek, there are soils with high permeability which allow septic effluent to travel through the soil faster and further, thus jeopardizing the quality of groundwater. Also some areas have a high water table, where effluents can reach the groundwater. In such areas, further restrictions on land use and/or discharge are the accepted mitigations.

- 4.27. The San Martin area, along with other South County areas, has wells producing water with levels of nitrates unhealthy to babies, expectant mothers and others with certain health problems. For such people it is necessary to use bottled water or to denitrify the well water.
- 4.28. The San Martin Water Quality Study concluded in 1981 that high nitrates were primarily the result of historic buildup from years of agricultural use with the more recent contribution being the increase of septic systems. It was recommended that land use/density be restricted to limit the future discharge of nitrates, with the most vigorous restrictions to be directed to areas of high-soil permeability and high groundwater, where contamination can be most direct.
- 4.29. The County General Plan states that if land use in the San Martin area is to be significantly intensified, a waste water management system, along with other improvements, will be required. It further states that the County should determine the best method to finance these improvements and services and determine what government entity should administer and operate them.
- 4.30. The existing sewer pipeline from Morgan Hill to Gilroy was designed with capacity to serve only Morgan Hill, and it enlarges south of Day Road on the north side of Gilroy to handle the flow contributed by Gilroy. There is no excess capacity for San Martin. The pipeline right of way is established and San Martin capacity could be included when (and if) a parallel pipeline is added.
- 4.31. For purposes of planning for the new Gilroy/Morgan Hill wastewater treatment facility, capacity would be included for 6,700 people in San Martin. This capacity for San Martin, however, is for planning purposes only and would not allow San Martin to connect to the same system unless specific financing and management agreements are met.
- 4.32. To sewer the San Martin area would be a major public works project, partly because of the low density, and would be expensive for many existing residents.
- 4.33. In addition to annexation to Morgan Hill or Gilroy, creation of a special district or incorporation as a separate city are the most likely methods for organizing the project, with the issuance of bonds to allow the cost to be extended over a period of years. If bonds are issued, the total cost would be increased by interest charges.
- 4.34. Extensive land use changes would be promoted by a sewer system.

5. WATER SUPPLY AND QUALITY

Natural Water System and Supply

- 5.1. One hundred percent of South County's water needs are presently met by groundwater.
- 5.2. The water is drawn from underground aquifers which are water bearing strata located in both confined (water bearing strata overlaid by relatively impermeable geologic formations) or unconfined (not protected by impermeable geologic formations) subsurface zones of the Llagas Subbasin.
- 5.3. Water reaches the aquifers via percolation through the soils. The sources of water that replenish the aquifers are from rainfall and runoff (natural recharge), and from locally conserved and imported water (artificial recharge).
- 5.4. Importation of water from the San Felipe Division of the Central Valley Water Project will be recharged into the South County groundwater subbasin when the project is completed in 1987 - 1988. Imported water is not currently being used or recharged into the South County groundwater subbasin.
- 5.5. According to the Santa Clara Valley Water District, when the San Felipe water project is completed, the District will increase its groundwater recharge of the Llagas groundwater subbasin according to South County's need, and this increase should dilute and eventually flush out existing nitrate concentrations in the subbasin.
- 5.6. Water is drawn for agricultural, domestic, industrial and commercial uses from large and small public wells and private wells, totaling approximately 4000 wells.

Existing Contamination

- 5.7. Nitrate concentrations (which are not organic contaminants) have been found in Morgan Hill, Gilroy, and San Martin Wells, some in low concentrations (below the State maximum contaminant level of 45 mg/l) and others in high concentrations, such as 88 mg/l in areas outside the City of Gilroy. The location and concentration of nitrates continues to be of concern in South County and presents a particular hazard to infants less than 6 months of age and possibly to pregnant women.
- 5.8. Organic chemical contaminants such as PCE (Perchloroethylene -dry cleaning chemical), and TCA (Trichloroethane-degreaser used in septs and in some commercial and industrial uses), have been found in the water in low concentrations (below State action levels) as a result of well testing by the City of Gilroy).

- 5.9. The lower aquifers, where most of the drinking water comes from, have not yet been found to exceed state action levels for PCE, TCA, and other organic pollutants according to the Santa Clara Valley Water District. However, some wells in the lower aquifers have been found to exceed State maximum contaminant levels for nitrates.
- 5.10. According to the Gavilan Water Conservation District, a recent study has questioned the likelihood of organics being present in the Llagas subbasin. Further studies are taking place to determine if such contaminants exist in the groundwater.

Points of Vulnerability

5.11. Contaminants have easy access to groundwater in:

- a. Areas of high groundwater where conduits (i.e. wells) or highly permeable soils serve as a pathway for contaminants in the surface water to travel to the groundwater.
- b. Areas of rapid percolation where the soils rapidly percolate contaminated water.
- c. Areas susceptible to flooding where a conduit, flood waters and/or highly permeable soils serve as a pathway for contaminants in the surface water to reach the groundwater.
- d. Surface water areas where streams, reservoirs, and recharge ponds serve as sources of replenishing the groundwater without the capacity to distinguish uncontaminated from contaminated waters.
- e. Areas upgradient of the confined aquifer (around Morgan Hill and San Martin) where the aquifer is unprotected by impermeable layers that normally would shield the aquifer from receiving contaminated waters.
- f. Abandoned unused wells, and functioning wells that can act as conduits to transfer contaminated water from the upper to the lower aquifer. Abandoned and unused wells are of concern because they are not maintained and their locations may not be identified. Functioning wells are of concern because, if they were installed prior to 1975, they may not meet the current well standards which require a 50 foot sanitary seal.

Activities Related to the Causes of Contamination in South County

- 5.12. Waste water treatment facilities such as municipal treatment plants, package plants and other alternative treatment systems are all potential sources of groundwater contamination in South County depending upon the volume and quality of the quality of the effluent and the possibility of malfunction of the system. Each system provides adequate treatment of wastewater prior to disposal so as not to threaten groundwater quality.
- 5.13. Septic tank leachfields are sources of nitrates and potential sources of coliform bacteria, septic tank degreasers (TCA) and other substances which can contaminate groundwater. A septic system's impact on water quality directly relates to the intensity of the use(s), cumulative effects that may result from a number of septic systems in a small area, soil conditions, presence of high groundwater and proximity to streams.
- 5.14. Agricultural activities using pesticides and fertilizers and intensive livestock operations can contribute to surface and groundwater contamination from infiltration of salts (especially nitrates), metallics, and organics.
- 5.15. Spills or leaks of hazardous materials and waste from storage, handling and disposal can be a threat to groundwater quality. Existing underground storage tanks appear to be of greater concern than above-ground storage tanks, as it is more difficult to readily identify an underground spill or leak.
- 5.16. Leachate from improperly located or managed solid waste disposal sites can be a threat to the quality of groundwater.
- 5.17. Abandoned and unused wells can serve as conduits to transfer contaminated water from the upper to the lower aquifer.
- 5.18. Illegal dumping of hazardous materials and wastes can be a threat to groundwater quality.
- 5.19. There is currently no coordination among local and other responsible agencies in enforcing hazardous material and waste management.

Solid Waste and Disposal

- 5.20. Solid waste in South County is currently picked up in Morgan Hill, Gilroy, and in some portions of the County, taken to the San Martin Transfer station for sorting, compaction, and then transported to the Pacheco Pass landfill for disposal.
- 5.21. A first-time household hazardous waste collection program sponsored by Morgan Hill, Gilroy, the County, and South Valley Refuse Disposal Company was carried out in early May, 1986.

Transportation of Hazardous Materials and Waste

- 5.22. The Department of Transportation and the California Highway Patrol have the responsibility of notifying the effected jurisdictions in the event that hazardous materials or waste are spilled while being transported.
- 5.23. Hazardous materials and waste are transported on the same roads that are designated for all truck travel.
- 5.24. Spills or leaks of hazardous materials and waste while being transported can be a threat to groundwater quality.

Shared Jurisdiction of Responsibilities and Control Measures

- 5.25. The Central Coast Regional Water Quality Control Board (RWQCB) has authority to adopt water quality control plans and prescribe waste discharge requirements in South County from Cochran Road south, while the San Francisco Bay Region RWQCB has a similar authority and covers from Cochran Road north. The Boards serve as the lead agencies for authorizing clean-up of waste spills and leaks which effect groundwater.
- 5.26. The State Department of Health Services (DOHS) has primary responsibility for state Superfund and Resource Conservation Recovery Act (RCRA) programs and for approving and monitoring sources of drinking water for systems with more than 200 connections. Like the Regional Board, DOHS has the authority to compel clean-up action by industry.
- 5.27. The County Health Department regulates water systems with 5 to 199 connections, and enforces the Hazardous Materials Storage Ordinance (HMSO) in unincorporated areas of the County. In addition, the County Health Department conducts tests in both large (5 to 199) and some small (1 to 4) water systems.
- 5.28. The County Health Department is working on a Memorandum of Understanding (MOU) with the State Department of Health Services (Toxics Division) whereby the County would act as an agent to DOHS in requiring users of hazardous materials and generators of hazardous waste to annually collect and provide data about the hazardous materials and waste. In addition, the County would monitor the job of the hazardous material and waste haulers. This information would be in addition to what is already required under the HMSO which pertains predominantly to the storage of hazardous materials and waste.
- 5.29. The Cities of Morgan Hill and Gilroy enforce their own HMSO's and also participate in a commercial and industrial pretreatment program administered through the City of Gilroy whereby certain chemical wastes and specified volumes of this waste must be pretreated prior to discharge into the sewage treatment system.

- 5.30. The Office of Joint Powers Pretreatment Program is responsible for administering the industrial and commercial hazardous waste pretreatment programs in Morgan Hill and Gilroy. The Office has jurisdiction over hazardous materials and waste entering the sewer system and makes regular inspections of the sites in the program.
- 5.31. The Hazardous Materials Specialists from Morgan Hill, Gilroy, and the County regularly inspect activities that use hazardous materials and generate hazardous waste, including above and underground storage tanks and related equipment, to ensure compliance with each of the Cities' and the County's HMSO's. The responsibility of the Cities and County's Hazardous Materials Specialists are of larger scope than that of the Pretreatment Specialist as their inspections include all potential areas of vulnerability to water contamination and not just what may enter the sewer system. The Specialists from Morgan Hill and Gilroy frequently share information with the Pretreatment Inspector and occasionally conduct joint inspections.
- 5.32. In both of the Cities, there are full cost recovery programs administered through the RWQCB which require full reimbursement from the violator in the event of a spill. In Gilroy, the fire marshall acts as an agent to the RWQCB and administers this full cost recovery program, while in Morgan Hill, the RWQCB administers the program.
- 5.33. The Santa Clara Valley Water District (SCVWD) is charged with assuring an adequate supply of safe water in Santa Clara County. The SCVWD is responsible for issuing permits for the construction and destruction of wells, sealing abandoned and unused wells, and issuing permits for and inspecting monitoring wells at underground hazardous storage sites.
- 5.34. The RWQCB is working with the SCVWD on a Memorandum of Understanding (MOU) whereby the SCVWD is an agent to the RWQCB in cleaning up small leaks and spills of fuel.
- 5.35. The Gavilan Water Conservation District (GWCD) is charged with assuring an adequate supply of safe water to the residents within its service area in South County. Between the two Water Districts having jurisdiction in South County, there is overlapping jurisdiction. However, both appear to serve a needed purpose in South County.
- 5.36. The California Highway Patrol and the Department of Transportation are responsible for clean-up of hazardous materials and waste spills on state highways.

Legislation Relating to Water Quality

- 5.37. Assembly Bill (AB) 1803, passed in 1984, mandated (one time) testing for volatile organic contaminants and other individual contaminants. In Santa Clara County, testing was completed in all 19 large water systems in 1985. The AB 1803 process, however, provides no funding for testing of systems with less than 5 connections.
- 5.38. Assembly Bill (AB) 2185, which has not yet been implemented in the cities or county, would require that a business using hazardous materials and/or generating hazardous waste have a business plan describing who would be contacted (e.g., police, fire, etc.) in the event of a spill, leak, or release. In addition, AB 2185 would require the collection and report of data relating to hazardous materials usage and discharge. This information collected would be in complement with the intents of the MOU between DOHS and the County Health Department.

Monitoring Drinking Water Wells for Water Contamination

- 5.39. The City of Gilroy is testing several private and public wells for nitrates, PCE, TCA, and other contaminants and has found some traces of PCE from dry cleaning businesses and TCA from sources not yet clearly indentified.
- 5.40. The County Health Department has recently conducted tests for volatile organics (PCE, TCE, TCA, benzene, etc.) in well systems with 1 to 4 connections, and so far, has not found any positive evidence of contamination in South County.
- 5.41. The County Health Department will soon begin testing for organic, bacteriological, inorganic, and radiological contaminants in 1200 wells in Santa Clara County of which a significant number are in South County.
- 5.42. The Gavilian Water Conservation District has recently completed a study of nitrates and total dissolved solids (TDS) in the Llagas subbassin. From the results, it appears that the relatively poorer water quality identified in the subbasin, as indicated by elevated nitrate and TDS concentrations, is generally in shallow formations.
- 5.43. There are several private water companies in South County (West San Martin Water Works, Twin Valley Water Company, etc.) which have the responsibility of delivering safe water to their customers.
- 5.44. There are two public water companies in South County, one in Morgan Hill and the other in Gilroy.

Interjurisdictional Agreements

- 5.45. There are currently no interjurisdictional agreements among Morgan Hill, Gilroy, the County, the two Water Districts and the two Regional Boards regarding the protection of water quality in South County.
- 5.46. The inspector from the Office of Joint Powers Pretreatment and the Hazardous Materials inspectors from the Cities of Morgan Hill and Gilroy do frequently exchange pertinent information and occasionally conduct joint inspections.
- 5.47. No final agreement has been reached between Morgan Hill and Gilroy as to the best method to increase and fund additional sewage treatment capacity.

FLOOD CONTROL AND LOCAL DRAINAGE

6. Flood Control

- 6.1. Major flooding has inundated large areas in South Santa Clara County 13 times in the last 63 years. Today, about 14,800 acres in South County would be inundated in the event a 1% flood, (a flood that would occur on an average of 1 time in 100 years). Such a flood would result in substantial property damage and possible loss of life.
- 6.2. The major creeks subject to flooding in South County are the Pajaro River and the Llagas and Uvas Creeks and their tributaries.
- 6.3. There are three basic approaches to minimizing damages that occur from flooding.
 - a. Prevent inappropriate development in flood prone areas through land use planning and floodplain management practices (i.e., ordinances adopted in conjunction with the National Flood Insurance Program). This is primarily the responsibility of the Cities and the County, working in cooperation with the Santa Clara Valley Water District (SCVWD).
 - b. Provide flood protection in areas that are already developed or in areas that are planned for development by constructing flood control facilities.
 - c. Manage development through advanced planning and design standards to minimize off-site flooding and drainage problems.
- 6.4. It is currently the SCVWD's policy to assign highest priority to the construction of flood control projects which will protect areas subject to the greatest potential flood damage. Generally, such areas include those that have existing or planned urban development.
- 6.5. Currently, the two major flood control projects in South County are the Llagas Creek Watershed Project and the Uvas-Carnadero Creek Project.
- 6.6. Construction of the Llagas Creek Project has begun. This project is funded primarily with federal funds from the U.S. Soil Conservation Service (SCS) and local funds from the Santa Clara Valley Water District. However, due to uncertainties regarding the future of the Soil Conservation Service's P.L. 566 Small Watershed Protection Program, completion of this project is uncertain.

- 6.7. The proposed Uvas Creek Project is a federal project being designed by the U.S. Army Corps of Engineers. Work on this project will begin upon Congressional appropriation of construction funds.
- 6.8. If future development is allowed in flood-prone areas which will not be protected by the Llagas or Uvas Creek Projects, additional flood control facilities may need to be constructed to minimize flood hazards. Currently available sources of local funding are not adequate to provide for construction of these additional facilities.
- 6.9. Local revenue sources for flood control projects in the South County are extremely limited. This restricts the ability of the SCVWD to fund construction of flood control projects in South County, as well as its ability to provide local matching funds for federal flood control projects.
- 6.10. For future development, the construction of individual structure foundations above potential flood levels is one approach to reducing flood hazards in flood-prone areas. However, the cumulative effect of allowing many raised building pads within a floodplain can be to obstruct the flow of floodwaters and, by diverting them elsewhere, cause flooding on others. Also, this practice offers only an incomplete solution to the flood problem.
- 6.11. Development can lead to or add to flooding in other areas by increasing the rate and/or amount of runoff. It is generally the responsibility of the Cities and County to review and condition development such that no additional flooding is caused by a development.
- 6.12. The manner in which streamside development is designed can affect maintenance of flood control facilities, public recreation opportunities, preservation of open space, ease of patrolling, and the security of adjacent developments. The SCVWD encourages local agencies to design streets to separate residential landuses from creeks.
- 6.13. The Llagas Creek and Uvas Creek Flood Control Projects are designed to protect some of the land uses designated in the general plans of the Cities and the County, including presently developed and planned development areas of the cities. The projects may not protect any potential urbanization which the County or Cities might amend into their plans.
- 6.14. Cumulative effects of development along the upper reaches of Llagas Creek may result in the need to channelize and enlarge the creek, which may lead to environmental impacts to the riparian vegetation and natural habitat.

- 6.15. Development that occurs within 50' of a creek is within the jurisdiction of the SCVWD and is reviewed by its staff. Development that occurs beyond 50' is within the jurisdiction of the Cities and County, which have responsibility for drainage plans and solutions for those developments. The SCVWD does not review these plans unless requested.
- 6.16. The SCVWD does not have jurisdiction or give input regarding the cumulative stormwater runoff and flooding impacts of projects approved by the Cities or the County; however the District is available to consult on these impacts, if requested.

7. Drainage

- 7.1. Local drainage is designed to provide a lower level of protection than that provided by major flood control facilities. In the unincorporated area, local drainage facilities are designed for a 3-10 year storm, while flood control facilities are designed for a 100 year, or 1%, flood event.
- 7.2. Many areas of the South County, including some of the areas planned for future development, are subject to local drainage problems relating to the lack of local drainage facilities and to the lack of installed flood control facilities into which local storm drains outfall.
- 7.3. Future development in South County will put increased demands on existing drainage facilities and will require additional facilities to be built where the existing facilities are inadequate.
- 7.4. Local drainage and flood control facilities are often interdependent. The proper functioning of local drainage facilities may require flood control improvements to provide additional flood control capacity.
- 7.5. In Santa Clara County, local drainage is under the jurisdiction of the Cities and the County, while flood protection is under the jurisdiction of the Santa Clara Valley Water District.
- 7.6. The South County would benefit from better coordination with the Cities and the County which have jurisdiction over local drainage and with the Santa Clara Valley Water District who has jurisdiction over flood control.
- 7.7. Gilroy's Master Storm Drainage Plan is consistent with current trends of development and can accommodate currently planned future growth.

- 7.8. Morgan Hill's Master Storm Drainage Plan is currently being revised to be consistent with current trends of development and to accommodate currently planned future growth.
- 7.9. Construction of comprehensive areawide drainage facilities in the unincorporated areas of South County is generally not economically feasible due to the low density of permissible development, which would not generate sufficient revenues to fund local drainage projects.
- 7.10. Drainage facilities in the unincorporated areas of South County are currently being installed by individual developers on a parcel-by-parcel basis at the time of development. Implementation of piecemeal solutions, however, is often not adequate to solve areawide drainage problems until most of the facilities are constructed.
- 7.11. With regards to local drainage in the unincorporated area, the County maintains existing drainage facilities in order to keep the County roads clear, any additional maintenance will require additional funding.
- 7.12. The County has prepared a Master Storm Drainage Plan which identifies necessary easements as well as existing and proposed storm water conveyances. However, there is no policy which requires a storm water management plan which would be intended to be a developers' comprehensive plan to manage the storm water runoff associated with a development.

8. AGRICULTURE

Benefits of Agriculture

- 8.1. Agriculture contributes to the economy and quality of life within Santa Clara County. It provides food and fiber to the population, employment opportunities and revenue to the local economy, and open space and aesthetic benefits to the community.
- 8.2. Agriculture is the highest and best use of lands that communities do not have scheduled for development in the immediate future.

Current Situation

- 8.3. Despite the urbanization of most agricultural lands in the North County, agriculture remains an important land use in South County, where the prime soils and benevolent climate continue to produce a wide variety of crops.
- 8.4. The amount of harvested acreage in South County is increasing as farming operations relocate from North County.
- 8.5. The annual total market value of crops produced in Santa Clara County increased 7% in 1984 to \$139.5 million following a four-year period of decline (data adjusted for inflation). The following crops each had real market value increases of at least \$1 million between 1983 and 1984: chicken eggs, cherries, snap beans, wheat, chrysanthemums and wax/chili peppers.
- 8.6. Average annual employment in agricultural farm production in South County has been slowly declining in the past few years. Average annual employment in the food processing industry, however, has remained stable.

Factors Affecting the Future of South County Agriculture

- 8.7. The future economic viability of agriculture in South County will be determined by a variety of factors, and some of which can be affected by local government policies, some of which cannot.
- 8.8. Agriculture has the greatest potential to remain viable where:
 - a. soils and climatic conditions are good,
 - b. neighboring land uses are compatible with agricultural practices,
 - c. land holdings are relatively large,
 - d. land use policies are stable and supportive of the maintenance of agriculture,
 - e. farmers are able to adapt to changing circumstances,
 - f. direct marketing methods are available to and utilized by farmers, and
 - g. land prices are not so high as to make urban development a more attractive option to the owners of farmland.

8.9. The greatest local threat to the continued economic viability of agriculture in South County are:

- a. urban encroachment into agricultural areas,
- b. division of agricultural lands into parcels (or holdings) too small to be economically competitive,
- c. introduction of land uses (e.g., residential uses) incompatible with agricultural practices,
- d. uncertainties resulting from unstable local land use policies, and
- e. rapidly increasing land values.

8.10. The South County lands with the greatest potential for long-term agricultural use are the large parcels to the east and south of Gilroy designated as "Large Scale Agriculture" on the County's General Plan.

Agriculture and Urban Growth Needs

8.11. Based upon current forecasts, urban growth needs in South County through the year 2000 can be accommodated on the South Valley floor without significantly infringing upon the prime agricultural areas east and south of Gilroy.

Current Preservation Practices

8.12. At best, the protection afforded agriculture by current County and City preservation policies and methods is short- to medium-term, rather than long-term.

8.13. Current preservation methods are inadequate for the long-term preservation of agriculture.

9. DEVELOPMENT HAZARDS/SAFETY

- 9.1. City and County plans are generally consistent with mapped and geologic, seismic and flood hazards and with environmental resource areas.
- 9.2. As the population of South County increases, it is likely that pressure will grow for development of the more hazardous areas.
- 9.3. Each of the three major geographic areas of South County is subject to a combination of hazards:
 - a. The valley floor is most susceptible to damage from groundshaking and river flooding. Valley areas may also be subject to floods resulting from dam failure.
 - b. The Diablo Range is subject to a variety of seismic hazards related to the Calaveras fault system. Much of the land between the valley floor and the first ridge is unstable and prone to landsliding and soil creep. Most of the range is in an area of extreme fire hazard.
 - c. The Santa Cruz Mountains are subject to seismic hazards associated with the San Andreas fault system, soil creep, landsliding, and, towards the southern county boundary, areas of extreme fire hazards.
- 9.4. County-wide policies and regulations have succeeded in preventing or limiting development in the most hazardous parts of the unincorporated area.
- 9.5. The County requires proof of a safe, stable building site in every case.
- 9.6. The most severe hazards affecting South County are those associated with such catastrophic processes as flooding, fire, and earthquakes. However, damage resulting from landslides, expansive soils, and subsidence occurs more frequently and, in the long run, is far more costly.
- 9.7. For the most part, the hazardous areas of South County have been identified and mapped.
- 9.8. There is some certainty that South County will experience a major earthquake in the future.
- 9.9. Structures in valley areas, such as those in the cities of Morgan Hill and Gilroy are, or will be, sited on alluvium, and may be badly damaged by an earthquake.

- 9.10. South County is most likely to experience earthquake-induced landslides in the mountainous areas on both the east and west sides of the valley and along stream banks.
- 9.11. An area east of Gilroy with saturated soil is likely to experience liquefaction in the event of an earthquake.
- 9.12. Landslides can be expected in the Santa Cruz Mountains, along the trace of the San Andreas fault zone, and in the Diablo Range.
- 9.13. Without development constraints, new developments in South County could be damaged by fault creep.
- 9.14. Earthquake generated landslides into reservoirs such as Anderson, Coyote, or Chesbro could create waves large enough to damage shoreline development or might overtop the dams and cause flooding downstream.
- 9.15. None of the four dams in South County should fail suddenly in an earthquake.
- 9.16. An earthquake of the maximum predicted magnitude (8.3) along the San Andreas fault would cause severe damage in the South County, shaking the ground approximately 100 times as violently as the April 1984 earthquake in Morgan Hill.
- 9.17. The County has enacted a model ordinance for control of damage in landslide areas.
- 9.18. Landsliding is common in most of the sloping areas of South County.
- 9.19. The area from the Cochran Road Bridge to Jackson Ranch along the east side of Anderson Lake is actively sliding.
- 9.20. Past damage to structures due to expansive clays has been severe. For example, the Rolling Hills subdivision near Gilroy has experienced cracks in the ground surface 8 feet deep and 6 inches wide.
- 9.21. Creeping soils are common on the west-facing slopes of the Diablo Range.
- 9.22. The combination of weather, vegetation, and terrain found in the rural unincorporated portion of South County creates potentially dangerous wild fire situations.
- 9.23. Some areas of South County lack a sufficient water supply to satisfy County requirements for fire suppression.
- 9.24. The agricultural areas of the South County are the least subject to fire hazards.

- 9.25. The most serious fire problems for the South Valley are structure fires, grass fires, and the risk of chemical fires from trucks carrying hazardous materials on the South Valley freeway and Monterey Highway, or land uses involving the storage of such materials.
- 9.26. With the exception of grasslands, virtually all of the mountainous land of South County is rated as having extreme or high fire hazard during the summer and fall.
- 9.27. Without the protection afforded by current regulations, new development in South County would be subject to, and perhaps create, costs related to repair and replacement of structure and facilities damaged by natural hazards.
- 9.28. An increasing number of courts are holding governmental bodies financially responsible for damages suffered by private individuals in natural disasters.
- 9.29. Identification of all the hazardous areas of South County is of primary importance.
- 9.30. The County already has a high level of awareness of hazardous conditions in South County and has established a workable system for enforcing policies and standards established by the decision-making bodies.

10. OPEN SPACE & RECREATION

The Importance of Open Space

- 10.1. The preservation of open space in South County is important to both the present and future quality of life in South County.

Threats to Open Space

- 10.2. The most serious threats to open space in South County are:
- a. high land values creating economic disincentives to the continuation of farming, and
 - b. the expansion of urban areas due to population and job growth
- 10.3. In addition, other threats to open space in South County are:
- a. approval of isolated commercial developments by the County,
 - b. rural residential development and the proliferation of "ranchettes,"
 - c. the desires of local governments to increase their revenue bases, and
 - d. uncertainties regarding existing and future local land use policies.

The Functions of Open Space

- 10.4. Open space serves many functions in South County, including:
- a. protection and management of watersheds and groundwater basins,
 - b. hazard avoidance,
 - c. controlling urban sprawl/defining urban form,
 - d. recreation,
 - e. natural habitat preservation,
 - f. agricultural preservation,
 - g. viewshed protection,
 - h. forestry and mineral resources management,
 - i. buffering incompatible land uses, and
 - j. ranchland preservation.

Open Space Preservation Tools

- 10.5. Local governments have available to them a variety of tools that can be used to help preserve open space. The basic tools are:
- a. public acquisition,
 - b. land use regulations,
 - c. planning and urban development policy,
 - d. economic incentives to landowners to keep lands in open space uses,
 - e. open space easements,
 - f. transfer of development rights, and
 - g. dedication of additional lands upon development

Open Space Implementation Responsibilities

- 10.6. The jurisdictions primarily responsible for parks and open space in the South County are Morgan Hill, Gilroy and the County. Each of these jurisdictions has some exclusive responsibilities and some shared responsibilities.

Agricultural Lands Preservation

- 10.7. Agriculture is the highest and best use of most lands on the South Valley floor not currently needed for urbanization. The preservation of agricultural lands may range from short-term to long-term to permanent. At best, the protection afforded agriculture by current County and City preservation policies and methods is short- to medium-term, rather than long-term.

Land Uses Within a Greenbelt

- 10.8. There are several areas in the South County where the establishment of open space greenbelts may be desirable. Areas may include lands between San Jose and Morgan Hill and between Morgan Hill and Gilroy.
- 10.9. The land uses appropriate within a greenbelt might include low-density rural residential development, public parks and recreation areas, privately operated recreation areas, the following types of agricultural activities--row crops, orchards and vineyards, grazing/ranching, and other appropriate uses which may be determined by joint planning activities of the South County cities and the County.

Trails and Pathways

- 10.10. The network of hiking, biking, and equestrian trails proposed in the Cities' and County plans would provide:
- a. recreational opportunities on the South Valley floor,
 - b. access from the valley floor to state and regional parks in the mountains and foothills, and
 - c. trail links between parks.

11. SAN MARTIN

- 11.1. San Martin is an unincorporated, predominately rural residential community of approximately 5,700 people located in the South County between Morgan Hill and Gilroy and governed by the County Board of Supervisors.
- 11.2. The San Martin General Plan Amendments to the Detailed Land Use Policies on the Land Use Map, adopted in 1982-83, contain policies which are aimed primarily at retaining the rural-residential character of the community, consistent with the present level of services and public facilities.
- 11.3. The density and location of future land uses reflects the recommendations of the San Martin Area Water Quality Study (1981) to maintain groundwater quality by limiting the number of additional septic systems.

South County Airport

- 11.4. South County airport, located in San Martin, was constructed in 1972. There are currently 100 aircraft based at the airport and 80,000 annual operations (take-offs and landings). The County's Airport Master Plan, adopted in 1982, allows for constrained growth of the South County airport to a maximum of 300 based aircraft and 200,000 annual operations by the year 2000. The Plan does not provide for more than one runway.

Flood Hazards

- 11.5. Areas in San Martin located near Llagas Creek, its branches, and tributaries are subject to frequent flooding. These areas will not be afforded any flood protection from the Llagas Creek Watershed Project, which was designed to protect the more populated Morgan Hill and Gilroy areas. If development occurs in San Martin in excess of what is shown in the County's 1981-1982 General Plan, substantial and costly flood control improvements would be required to prevent induced flooding downstream. These improvements are not currently planned or funded.

Wastewater Treatment

- 11.6. All existing residential dwellings and commercial and industrial enterprises are served by individual wastewater systems which include sumps, cesspools, and septic systems. Septic systems are the only method of sewage disposal currently being approved by the County for new development in San Martin. Connection of private land uses within San Martin to the Gilroy/Morgan Hill Joint Wastewater Treatment System is not currently allowed or planned.

- 11.7. The connection of some private land uses within San Martin to the proposed new Gilroy/Morgan Hill Joint Wastewater Treatment system will be discussed by the South County Cities during the design of new pipelines and plant (or plants).

Improvement of Water Distribution System

- 11.8. The water distribution system in parts of the community core of San Martin is in need of upgrading and/or replacement.
- 11.9. The underlying groundwater basin can provide a sufficient quantity of water to meet the needs of the San Martin area through the year 2020 assuming that the current County land use plans do not change and that imported water from the San Felipe Project is available as currently planned.

Water Quality

- 11.10. Water quality tests have indicated that groundwater in portions of the San Martin area has concentrations of nitrates above State drinking water standards.

San Martin, Morgan Hill and Gilroy

- 11.11. San Martin is located outside the general plan areas of Morgan Hill and Gilroy.
- 11.12. The Local Agency Formation Commission (LAFCO) boundary agreement line between Gilroy and Morgan Hill bisects San Martin from east to west. Thus, San Martin would ultimately be divided between the two cities if the portions of San Martin within their boundary agreement areas were annexed to them.
- 11.13. LAFCO has temporarily removed San Martin from the Sphere-of-Influence areas of Morgan Hill and Gilroy. LAFCO is awaiting the outcome of the South County Joint Planning Program and the recommendations of the Advisory Committee before considering modifications of either Sphere-of-Influence area.

Future Development, Governance, and Community Character

- 11.14. Although San Martin is currently a predominately rural-residential community, pressures and decisions are likely to emerge which could result in significant changes in the future character, governance, and development of the community.
- 11.15. The array of options regarding the future level of development in San Martin includes:
 - a. remaining rural
 - b. becoming suburban
 - c. becoming urban.
- 11.16. The array of options regarding form of governance for San Martin includes:
 - a. remaining an unincorporated area
 - b. annexing to Morgan Hill or Gilroy
 - c. incorporating as a separate city.

12. COYOTE VALLEY

- 12.1. The Coyote Valley is part of the regional setting of both San Jose and the South County area and serves as a gateway to both areas. It is now primarily in agriculture and other rural uses with a scattering of roadside activities along Monterey Road.
- 12.2. LAFCO has included most of the valley in the Sphere-of-Influence of San Jose and a small southern portion in the Sphere-of-Influence of the City of Morgan Hill. Coyote Valley is entirely within the Morgan Hill Unified School District.
- 12.3. The City of San Jose General Plan designates three planning areas:
 - a. North Coyote Campus Industrial Area, to include 50,000 jobs;
 - b. Coyote Valley Urban Reserve, to include 9,000 dwelling units and commercial and public facilities, to be built on a schedule related to transportation facilities and other development criteria in the city; and
 - c. Coyote Greenbelt, to be maintained between the developed area of San Jose and Morgan Hill.
- 12.4. Designation by San Jose of the Coyote Greenbelt is recognized as a major step in maintaining a buffer between San Jose and Morgan Hill. San Jose is now conducting a Hillside Greenbelt Study to determine methods for implementing its plans, including the Coyote Greenbelt.
- 12.5. Since the Coyote Valley is in the Morgan Hill Unified School District, the development of up to 9000 new dwelling units would require major new school construction and service expansion by the School District, when funding is extremely limited.
- 12.6. Development of Coyote Valley as planned can be expected to have major impacts throughout the South County, adding to those that will result from employment growth in the areas which the South County communities have planned for their own industrial development. There is concern about increased housing demand, needs for schools and other public services, pressures for development of rural lands and open space, and increased traffic and other environmental impacts.
- 12.7. There are a number of external forces over which local jurisdictions have little or no control. These forces will affect the timing of the development of Coyote Valley. }

12.8. A major portion of Coyote Valley remains in County jurisdiction until such time as LAFCO may extend the San Jose Urban Service Area consistent with the San Jose General Plan and until San Jose annexes lands within its Urban Service Area.

12.9. The County has adopted a procedure for upgrading or abating, as appropriate, twenty remaining roadside uses along Monterey Road in the unincorporated area.

interesting { 12.10. The County of Santa Clara and City of San Jose have contracted that the County will approve no new general plan changes or land developments within the City's General Plan area which conflict with the City's plan in return for the City's sharing a portion of its redevelopment revenues with the County.

13. TRUCK STOPS

Need for Truck Stops

- 13.1. Trucking plays an important role in providing goods and services to Santa Clara County.
- 13.2. Highways 101 and 152, which pass through the South County, are major trucking routes connecting the central coast, central valley, and Bay Area. An estimated 4,000 trucks per day use the South Valley Freeway.
- 13.3. South Santa Clara County currently has no full-service truck stops. There are, however, a number of operating and proposed full-service truck stops nearby in neighboring counties. There are several limited-service truck stops in Santa Clara County and a number of limited-service facilities nearby in neighboring counties. In addition, there are a number of "truck serving facilities" in the South County, the North County, and adjacent counties.
- 13.4. Several proposals have been made in recent years for amendments to the County General Plan to allow construction of full-service truck stops in the South County, specifically in San Martin and along the Pacheco Pass Highway. One of these proposals was denied by the Board of Supervisors, and two others are pending. One of the proposals still pending has been modified to remove the reference to a truck stop.

Difficulty of Identifying Suitable Sites

- 13.5. Truck stops are difficult to site due to:
 - a. incompatibilities with existing or future adjacent land uses,
 - b. potential safety hazards,
 - c. need for higher levels of public services and facilities,
 - d. generation of large volumes of wastewater,
 - e. environmental constraints, and
 - f. community opposition.

Truck Stops: Incorporated or Unincorporated Land Uses?

- 13.6. Truck stops could potentially be located either within cities or in rural areas under the County's jurisdiction.
- 13.7. Factors favoring urban location:
 - a. The project may be served by a municipal water and sewer system.
 - b. The project may be served by existing fire and police service, and response times may be reduced because urban areas are easier to patrol.
 - c. The project may be located closer to truck staging areas.
 - d. Along developed highway interchanges, pressures to develop along scenic highways may be reduced.
- 13.8. Factors favoring rural locations:
 - a. The potential risk of disturbances and nuisance for neighboring uses may be reduced.
 - b. The probability of trucks traveling through residential and neighborhood-commercial areas will be minimized.
 - c. The risk of exposure to potentially hazardous materials or uses is reduced.
 - d. The project may generate additional revenue for the County.

Siting Concerns May Be Minimized by Locating Truck Stops Within Cities

- 13.9. If truck stops were approved within cities, many of the potential environmental impacts and public safety concerns could be minimized. The availability of sanitary sewers and water would greatly reduce the risk of groundwater contamination. In addition, the proximity of the truck stop to fire and police services would minimize many of the public safety concerns.

Potential Sites in Gilroy Suitable for Truck Stops

- 13.10. According to Gilroy Planning staff, there are several sites in the City of Gilroy which may be suitable for truck stops. Interest has been expressed in developing two of the sites as truck stops; however, development of truck stops would be contingent to solving the sewer problem.

Truck Stops Siting and Evaluation Criteria

- 13.11. Among the criteria that could be used in the siting and evaluating of truck stops proposals are:
- a. access from major trucking routes,
 - b. compatibility with existing or future adjacent land uses,
 - c. potential safety hazards,
 - d. potential impacts on groundwater and surface water quality,
 - e. environmental constraints,
 - f. public costs and revenues related to the proposal,
 - g. availability of other truck serving facilities in the area,
 - h. growth inducing impacts, and
 - i. proximity of the project to major trucking routes and the project's ability to provide services to the maximum number of truckers.
- 13.12. The County General Plan does not have a land use designation specifically for truck stops.
- 13.13. Although truck stops have generally been considered permissible under the existing "Roadside Services" land use designation in the General Plan, they are not specifically listed as an allowable use in the Plan. In addition, the County does not have a zoning designation which specifically governs the development of a truck stop. The uses allowed under this designation and applicable development policies are provided in the Appendix to the Truck Stop Siting Report.

14. INTERGOVERNMENTAL AGREEMENTS

South County: A Recognized Sub-Region

- 14.1. The South County is a recognized sub-region integrated by common economic, social, cultural, environmental and governmental interests.

Governance, Policy Implementation, and Limited Resources

- 14.2. The governance of the South County is shared by the two Cities of Morgan Hill and Gilroy and Santa Clara County which, with the special districts, play complementary roles in regard to jurisdictional areas and governmental functions.
- 14.3. The tools available to the Cities and the County to implement plans and accomplish community development objectives usually include land use policies, development regulations, public service programs, capital improvements, governmental financing, public-private partnerships, and intergovernmental coordination/agreements.
- 14.4. The capacities of the Cities and the County to fund South County programs and projects are affected in different ways by the limits on revenues and expenditures now in effect, increased costs of providing services, and by expected reductions in State and Federal funding.
- 14.5. The City of Gilroy and the County are entering into discussions regarding the topic of revenue sharing.

Potential for Coordinated Actions

- 14.6. The South County Joint Planning Advisory Committee was formed by the County and the Cities to initiate joint Cities - County planning for the South County, to review County and Cities policies so as to jointly meet expected growth and, if appropriate, to provide a basis for agreements between the jurisdictions regarding service provisions, public facilities or revenues.
- 14.7. The Joint Planning Committee has recommended policies and actions to assure an optimum level of community development and quality of life for South County residents.

- 14.8. Most of the recommendations require some degree of coordinated or concurrent action by the jurisdictions to realize the benefits of the recommendations. Some of the recommendations require joint action by all three jurisdictions, others require action by an individual City or the County, and some require cooperation with special districts, State or Federal agencies.
- 14.9. Intergovernmental agreements are a way for local governments to carry out joint actions of mutual benefit. Intergovernmental agreements are based upon the powers inherent to local governments, and they allow local governments to retain their individual identities while working together. Intergovernmental agreements can be structured to enable a local jurisdiction to terminate the agreement if it is not working out as anticipated.
- 14.10. Many types of intergovernmental agreements are being implemented throughout the country which can serve as models to define complementary roles between jurisdictions, to implement common policies, to schedule concurrent actions, or to balance fiscal disparities between jurisdictions and thus achieve effective, coordinated action.

South County Opportunities

- 14.11. The potential for the South County jurisdictions to reach satisfactory intergovernmental agreements are enhanced by a variety of opportunities:
- a. The Joint Planning Committee's recommendations relate to many aspects of community development and governmental functions, which may offer opportunities for trade-offs and joint ventures.
 - b. The Cities and County have a wide range of service responsibilities beyond the scope of the present recommendations, which further expand the opportunities for intergovernmental agreements.
 - c. The potential for imbalances of costs and revenues among jurisdictions can be a basis for intergovernmental agreements.
 - d. There is a tradition of intergovernmental agreements in Santa Clara County which, with other approaches from around the country, can provide a basis for implementation of joint policies in the South County.

Section 4

Recommended Policy Plan

SECTION 4

RECOMMENDED POLICY PLAN

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INTRODUCTION

The Recommended Policy Plan combines all the elements of the Advisory Committee's work into an integrated set of policies which address a broad array of issues facing South County. The Advisory Committee believes that these policies, if implemented, will go far to assure an optimum level of community development and quality of life.

The Recommended Policy Plan is presented by the Advisory Committee to the three sponsor jurisdictions--Morgan Hill, Gilroy, and Santa Clara County--and to the whole South County community for consideration and adoption. It proposes a period of review prior to the adoption of acceptable recommendations by the three jurisdictions, and prior to reconsideration and negotiation of the recommendations which are found to be problematic.

These recommendations are intended to provide a planning framework for shared governance of South County by the three jurisdictions--a set of coordinated policies whereby the County, the two Cities, and the private sector can cooperate to carry out their complementary roles. Like all plans, it is flexible and serves as a basis for cooperative consideration and negotiation of changes. The Advisory Committee recommends that a continuing joint planning process be established to assure effective long-term cooperative planning.

The Plan combines new approaches drawn from intensive Committee work with the best of existing policies distilled from the three existing general plans. Consequently, adoption by the three jurisdictions will combine the acceptance of some new approaches with the reaffirmation of existing directions in a cooperative framework. For the policies to become reality, however, the three jurisdictions must also adopt and carry out the accompanying Implementation Action Plan.

1. URBAN GROWTH AND DEVELOPMENT

The three jurisdictions' existing plans should be continued as the basis for joint policy in the South County, since they are in general agreement on most topics and will accommodate the projected growth to 2005. By that time, the number of South County residents is expected to increase more than two-fold and employment more than four-fold. Effective joint planning should be continued, since Santa Clara County is a fast-growing region, drawing large amounts of industry and people, and the pressures for growth are likely to continue beyond that date.

- 1.1. The plans of the two Cities and the County do not need to be revised at this time to accommodate projected growth to 2005.
- 1.2. Since urban development will continue beyond 2005, it is important now to consider the potential general patterns of development beyond 2005 and to identify the areas to be kept in long-term rural land uses or open space before the pressures for urbanization are unmanageable.
- 1.3. Conditions of population/employment growth and land development in the South County and surrounding regions should be regularly monitored:
 - a. to assess the demand for additional urban development in South County, and
 - b. to determine when it would be appropriate to plan for more extensive urban development in the South County.
- 1.4. There should be regular monitoring of urban growth and of the effectiveness of plans and regulations, in order to make changes needed to achieve community objectives. Consideration should be given to potential long-term development patterns and to areas which are to be kept in long-term rural use or open space.

Urban development should occur in the cities in an orderly and contiguous pattern, managed and scheduled consistent with the ability to provide public facilities and services. Land uses in rural areas should be limited and public services to rural areas should be appropriately limited.

- 1.5. Urban growth should be managed and scheduled consistent with the ability to provide public facilities and services, such as sewer capacity, water, transportation, schools, public safety and other urban services.
- 1.6. Growth should occur in an orderly and contiguous pattern, within designated urban service areas and encouraging infill of vacant urban land.

- 1.7. Urban development should occur only in the cities and where the full array of urban services can be provided.
- 1.8. In rural areas, services shall be provided at a minimum level by the County or special districts.
- 1.9. Expansion of urban service areas and annexations should be based on general plans and be consistent with the Cities' schedules for development and extension of services.

2. ECONOMIC DEVELOPMENT

Economic development should be diversified. Cities should encourage types of economic development which address identified community needs (City and County areas) and which are planned so as to minimize negative impacts.

- 2.1. Economic development should promote community self-sufficiency in jobs, housing and services, and should address the needs of all socio-economic segments of the community, creating employment to support the needs of existing residents.
- 2.2. A diversified economic base should be promoted in order to provide a variety of job types and skills and to insulate the local economy from possible economic downturns. Agriculture should be encouraged as an appropriate part of the economic mix.
- 2.3. In considering which industries to promote, attention should be given to the impacts on economic development, jobs/housing balance, transportation and public services, water and air quality, natural and heritage resources, and energy.

3. JOBS/HOUSING BALANCE

In the South County communities, jobs and housing should be balanced to minimize increases in housing costs, traffic congestion and commute time and to optimize economic balance and capacity to provide services.

- 3.1. The South County Cities and the County should seek to attain and maintain a reasonable balance between jobs within each City's incorporated area and housing within each City's boundary agreement area through the use of:
 - a. general plan land use designations,
 - b. zoning and other land use controls,
 - c. growth rate controls on housing and job growth,
 - d. sewer capacity allocations, and
 - e. policies to attract industry that will hire local residents.
- 3.2. The South County communities should provide housing at a range of costs that meet the needs of all sectors of the workforce. Housing should be distributed evenly among the communities so as to achieve an appropriate population balance and equitable distribution of public services.

The ratio of jobs to housing should be monitored as development proceeds so that appropriate policies to maintain balance can be implemented, since the three jurisdictions' existing plans, while generally adequate to accommodate the forecast urban growth to 2005, will result in a surplus of jobs relative to housing units.

- 3.3. The Cities of Morgan Hill, Gilroy and San Jose, and the County should monitor the jobs/housing balance in South County and the Coyote Valley.
- 3.4. Each city should adjust its respective jobs/housing balance as its City Council directs, while continuing to monitor the cumulative impacts of individual communities' development decisions.
- 3.5. If actions to correct imbalances are not undertaken or if they are ineffective, the Cities should undertake additional transportation improvements, traffic management programs, and housing programs to offset impacts of higher housing costs on residents with lower incomes.
- 3.6. The County should retain its policy that urban development and jobs should be provided within cities; the County should not seek to balance jobs and housing within the unincorporated area.
- 3.7. The South County community should work with the City of San Jose to minimize impacts of San Jose's Coyote Valley development on the jobs/housing balance of South County.
- 3.8. If cost/revenue imbalances are created by the jobs/housing imbalance in rural areas of South County, the Cities and the County should discuss ways to mitigate the impacts.

SJ
says "OK"

4. EDUCATION

Community development and school development should be coordinated to optimize educational goals and enhance the school's role as a community resource.

- 4.1. San Jose, Morgan Hill, Gilroy, the County, and the school districts should meet periodically to plan for needed school expansions resulting from new development.
- 4.2. The pattern and timing of growth should be controlled in a way that allows the school districts to plan and finance facilities in an orderly fashion.
- 4.3. Development should be coordinated with the scheduling of capital funds for schools.
- 4.4. Development approvals should be conditioned on the availability of schools.
- 4.5. To allow school facilities to be used most efficiently and to minimize busing needs, residential development should be contiguous and infill development within built-up areas should be encouraged.
- 4.6. Where appropriate, planning should promote the concept of the neighborhood school, which provides education to the children in the neighborhood and serves as a resource facility to the residents.
- 4.7. The Cities, school districts and other community and social agencies should coordinate to mobilize additional resources to deal with issues which impact the role of schools, such as job training and teenage pregnancy, so that these are adequately dealt with during periods of rapid growth or change.

Sites for new schools should be carefully selected to optimize educational goals.

- 4.8. In order to avoid de facto segregation in schools, housing for low and moderate income families should be planned throughout the South County where urban services are available. Concentration of such housing in any one area shall be avoided.
- 4.9. Where appropriate, parks and schools should be located together to optimize their multiple use as community facilities.

Additional funding methods should be developed for needed school facilities, since present school financing methods are inadequate and projected growth could more than double school enrollment by 2005.

- 4.10. The jurisdictions should start active lobbying for new State legislation to allow for the collection of impact fees from industrial and commercial projects.
- 4.11. The jurisdictions should work with other local governments and the private sector to develop innovative financing techniques.
- 4.12. Development impact fees should continue to be collected on new dwellings.
- 4.13. Development impact fees should be commensurate with the cost of the public improvements generated by new development.
- 4.14. The use of Mello/Roos funds to provide schools for the massive expansion planned by San Jose in the Coyote Valley should be investigated.
- 4.15. The Redevelopment agencies and appropriate Board of Education should negotiate to determine if it is appropriate to use Redevelopment Act contributions to assist schools.
- 4.16. When appropriate, industrial and commercial development should be required to provide school mitigations for impacts identified in environmental and other impact reports by such means as the payment of fees or dedication of land and/or buildings.

5. INFRASTRUCTURE

Infrastructure needs should be identified and their development coordinated to minimize costs and to support achievement of community goals.

- 5.1. Cities should provide an urban level of services and facilities to urban areas. Strategies that help achieve this objective and are already partially or fully in use include:
 - a. requiring that the timing and location of future urban development be based upon the availability of public services and facilities,
 - b. requiring new development to pay all of the incremental public service costs which it generates, and
 - c. requiring developers to dedicate land and/or pay to offset the costs relating to the provision and expansion of public services and facilities.

6. INFRASTRUCTURE: SEWERS/SANITATION

Expansion of the joint Gilroy/Morgan Hill sewage treatment plant should proceed, since additional sewer capacity is a prerequisite for further urban development and urban development is most appropriately served by sanitary sewer systems. Septic systems should be used only for low-intensity uses where they will have minimum impact on the environment.

- 6.1. The total capacity for the Gilroy/Morgan Hill Wastewater Treatment Facility, its timing for completion, and configuration should be consistent with agreed upon policies for the overall growth of the South County.
 - a. The Cities of Gilroy and Morgan Hill should determine the best method to increase and fund their sewer treatment capacity in order to facilitate development that is consistent with their general plans.
 - b. The facility should be funded so as to minimize competition for needed funds for other infrastructure in the South County.
- 6.2. The County and the two Water Districts should assist in the Cities' wastewater treatment program if feasible and agreed to by the Cities.
- 6.3. San Martin's sewage treatment needs should be determined with consideration given to the implications of: economics, population, land use and the governmental status of San Martin.

- 6.4. Beyond the proposals for which land use designations have been approved and for which alternative sewage treatment and disposal systems (other than septic tanks) have been approved in concept (Casa de Fruta and Nob Hill Family Park), no new land uses requiring the use of alternative sewage treatment and disposal systems should be permitted until a more reliable track record has been established.
- 6.5. The Joint Powers Pretreatment Program for industrial and commercial hazardous material users and/or hazardous waste generators should continue to be implemented in the two cities.

INFRASTRUCTURE: WATER QUALITY AND SUPPLY

7. Water Supply

New development should not exceed the water supply, and use of water should be made more efficient through appropriate means, such as watershed protection, percolation, reclamation, and conservation.

- 7.1. Each agency and jurisdiction responsible for well monitoring should continue to monitor wells and provide the results to a central agency (yet unknown) which would coordinate the data and make it available to all jurisdictions and agencies.
- 7.2. Programs to identify and seal abandoned and unused wells should be continued, as they may be prime sources for transferring contaminants from the upper to lower aquifer.
- 7.3. Programs for monitoring private wells should continue to occur and should continue to expand the scope of testing by including tests of more wells and including tests on constituents not yet tested in private wells (i.e., volatile organics, bacteriological, radiological, etc.).
- 7.4. Each jurisdiction and agency pumping water from wells should be responsible for knowing the demand that its well pumping imposes on the direction of flow of water and how it affects others that are pumping from the same aquifer.
- 7.5. Each jurisdiction and agency pumping water from wells should consider accepting the concept of "managing the aquifer" so as to secure its utility as a water resource and ensure the water's quality.
- 7.6. Streambeds and other appropriate percolation areas should be protected.
- 7.7. There should be continuing coordination among the South County jurisdictions and the Santa Clara Valley Water District to assure that the South County will get sufficient deliveries of San Felipe water as needs require.
- 7.8. The two water districts should continue developing cooperative programs to assure effective management of the water resources, such as well monitoring and percolation of imported water.

8. Water Quality

Water quality should be protected from contamination, and should be monitored to assure that present policies and regulations are adequate. Such uses as waste facilities, septic systems and industries using toxic chemicals should be prohibited where polluting substances may come in contact with groundwater, floodwaters, and creeks or reservoir waters.

- 8.1. Land use policies should be continued that limit the number of individual septic systems in areas vulnerable to groundwater contamination, because of the potential for cumulative degradation of water quality.
- 8.2. Large lot policies, which allow minimal development and limited numbers of septic systems in small areas, should be continued in areas where development is expected to be served by sewers. This approach makes it possible to design future urban density subdivisions with smaller lots which are more efficient for sewers in terms of service and cost.
- 8.3. In the unincorporated area current County policies regarding septic systems and land use should be continued with no lessening of standards.
- 8.4. Groundwater and surface water quality conditions throughout the South County should be monitored to determine if changes in regulations regarding septic systems and land use are needed.

Protection of groundwater quality requires continued caution in the siting of landfills and transfer stations and rigorous enforcement of local and regional regulations.

- 8.5. Continued caution should be taken as to the siting of landfills, the construction of landfills (i.e., they should have clay liners, etc.), and the waste allowed in a sanitary landfill in South County so as not to create hazards to groundwater quality.
- 8.6. Continued caution should be taken as to the siting of transfer stations in South County so as not to create hazards to groundwater quality.
- 8.7. Regulations relating to solid waste disposal should continue to be rigorously enforced by the local jurisdictions and by the Regional Water Quality Control Boards.
- 8.8. Periodic household hazardous waste collection programs and other related activities should occur on a regular basis in order to limit the types and amounts of hazardous waste entering the ordinary waste stream.

- 8.9. The jurisdictions in South County should work jointly and with other jurisdictions to achieve a balance between potential negative impacts and the benefits associated with the location of solid waste disposal sites and transfer stations.

9. Hazardous Materials and Waste Management

A program of regular inspections and monitoring to ensure compliance with local regulations should be continued in order to reduce the risks associated with the use and handling of hazardous materials and wastes.

- 9.1. The Cities' Hazardous Materials Specialists and Pretreatment Inspector, and the County Health Department should continue to inspect regularly activities that store and/or use hazardous materials, including above-ground and underground storage tanks and related equipment, to ensure compliance with each City's and the County's Hazardous Materials Storage Ordinance (HMSO).
- 9.2. There should be regular inspections of those facilities which store hazardous waste on site for less than 90 days, a time period for which a hazardous materials storage permit is not required. This inspection could be enforceable via the Memorandum of Understanding between Department of Health Services (DOHS) and County Health Department, whereby the County Health Department would act as an agent of DOHS in enforcing this aspect of the Hazardous Materials Storage Ordinance (HMSO).
- 9.3. Submittal of a hazardous materials handling plan should be a prerequisite for developments requiring zone changes, use permits, etc.
- 9.4. In order to minimize potential hazards, generators of hazardous waste should be required to use on-site pretreatment prior to discharging waste into the sewer system. The methods may include neutralization, precipitation and oxidation.
- 9.5. Small generators of hazardous waste should be helped to find ways to decrease their hazardous waste load either by pretreatment and/or use of less hazardous constituents.
- 9.6. Vehicles and other equipment that may threaten the quality of water from leaking fuel tanks or oil spills should be removed from the site and/or repaired.
- 9.7. Public education regarding hazardous materials and waste management should be coordinated and implemented among the local jurisdictions (Morgan Hill, Gilroy, the County), local agencies (SCVWD, GWCD, RWQCBs, etc.) and local groups (League of Women Voters, Lions Club, etc.).

9.8. During the implementation of "AB 2185" (Calif. Health and Safety Code Chap. 6.95 Division 20 Section 25500 et seq) and successor legislation in South County, every effort should be made to achieve maximum integration between newly-mandated actions and elements and ongoing programs (e.g., Hazardous Waste Generator Inspections and pretreatment), particularly as they apply to:

- a. coordinated permit and fee structure,
- b. coordinated inspections,
- c. emergency response ("business") plans,
- d. training programs,
- e. evacuation requirements, and
- f. information requirements.

The transportation of hazardous materials and wastes should be monitored to reduce risks and ensure notification of South County Cities in the event of a leak or spill.

- 9.9. The South County jurisdictions should require that they receive reports from the Department of Transportation and the California Highway Patrol regarding spills or leaks on the highway.
- 9.10. If a spill occurs while transporting hazardous materials or waste in one of the Cities or the County, the other jurisdictions should be notified by that jurisdiction.
- 9.11. The Cities and County should consider designating specific transportation routes for the conveyance of hazardous materials and waste, if the jurisdiction desires hazardous materials and waste to be transported on other transportation routes.
- 9.12. The County should consider implementing a Memorandum of Understanding (MOU) between the Department of Health Services (DOHS) and the County Health Department whereby the County would act as an agent in requiring hazardous material users and waste generators to provide annual records and in monitoring the haulers of hazardous materials and waste.
- 9.13. To reduce the risk involved in transporting hazardous waste and to decrease the volume of waste that must be disposed of, generators of hazardous waste should be encouraged to use on-site pretreatment, such as: neutralization, precipitation and oxidation.

10. Intergovernmental Coordination: Water Quality/Hazardous Materials

Intergovernmental coordination between the Cities, the County and local agencies should be considered as an effective means of resolving issues of concern and investigating the feasibility of compatible standards, ordinances and enforcement procedures.

- 10.1. The two Regional Water Quality Control Boards that have jurisdiction in South County should reach agreement upon compatible water quality standards for South County, as compatible standards would be less confusing to developers and owners of land and to jurisdictions which must carry out the Regional Boards' regulations.
- 10.2. The two Water Districts which have jurisdiction in South County should reach agreement upon respective responsibility and jurisdiction of water supply and quality so as not to duplicate their efforts.
- 10.3. Regular meetings should be held between the two Regional Water Quality Control Boards (RWQCB), the two Water Districts, County Health Department, County Executive's Office, County Planning Office, Gilroy Planning Department, Morgan Hill Planning Department, San Martin Planning Committee, and any other key agency which is interested, to discuss the current issues and concerns relative to South County's water supply and quality.
- 10.4. The Cities, County, Regional Water Boards and local agencies should have compatible ordinances (i.e., HMSOs), standards (i.e., septic tank and alternative treatment and disposal methods), and enforcement procedures (i.e., implementing "AB 2185" [Calif. Health and Safety Code Chap. 6.95 Division 20 Section 25500 et seq], etc.) regarding water quality so that there is no advantage for a company to locate in an area with lower standards.

11. INFRASTRUCTURE: TRANSPORTATION

A balanced transportation system should be developed which integrates various transportation modes with existing and proposed land uses and assures access to all.

- 11.1. A balanced transportation system should be provided which assures access to all, and which integrates all appropriate modes of transportation into an effectively functioning system, including such modes as auto, public transit, bicycling and walking.
- 11.2. The transportation system should be compatible with existing and proposed land uses and should promote environmental objectives, such as safe and uncongested neighborhoods, energy conservation, reduction of air and noise pollution, and the integrity of scenic and/or hillside areas.
- 11.3. Bicycling and walking should be promoted as significant transportation modes for their contribution to health and the reduction of energy consumption and pollution.
- 11.4. Public transit should be expanded as needed to meet the changing needs of the area for local and regional access, including such methods as bus, dial-a-ride, paratransit and rail, where appropriate.
- 11.5. Planning for land use and transportation development should be integrated. The timing, amount, and location of urban development should be consistent with the development of the transportation system capacity, and land uses should be designed to promote use of appropriate transportation modes.
- 11.6. Options for future transportation facilities should be preserved in advance of development by such means as identification of routes, reservation of rights-of-way, setback of development to accommodate future width lines, and limiting of access along future major arterials.
- 11.7. The Cities and the County should improve coordination and cooperation on all South County transportation planning.

INFRASTRUCTURE: FLOOD CONTROL/DRAINAGE

Land development should be managed by the three jurisdictions to mitigate flooding problems and to minimize the need for public funding of additional flood control and local drainage facilities (other than for orderly, planned growth), since flooding affects substantial areas of South County, and the flood control projects now being constructed are designed to protect only existing developed and planned urban areas.

12. Flood Control

Flood damage in South County should be minimized through a combination of actions. In flood-prone areas, inappropriate development should be prevented through land use planning, urban development policies and land use regulations. Areas which are developed or planned for development should be protected by the construction of flood control facilities. Development should be managed through advanced planning and design standards to minimize off-site flooding and drainage problems.

- 12.1. Highest priority for construction of flood protection facilities should continue to be given:
 - a. first, to areas of existing development subject to the highest potential flood damage;
 - b. then, to undeveloped areas planned for urban development which would be subject to the highest potential of flood damage;
 - c. then, to agricultural lands; and
 - d. finally, to undeveloped areas not planned for urban development.
- 12.2. If federal and state funds are not available for future flood control facilities and such facilities must be funded locally, those property owners who would benefit from and those who contribute to the need for such facilities should pay the cost.
- 12.3. Developers whose proposed projects would induce downstream flooding should be required to provide mitigation to eliminate the flood-inducing impacts of their projects.
- 12.4. Streamside development should be designed in such a way as to facilitate maintenance of the waterway and protection of the environment and riparian areas.
- 12.5. If development is to be allowed in flood-prone areas, flood control facilities or appropriate flood-proofing should be provided prior to or in conjunction with development at developers' expense.

- 12.6. Where other mitigations do not solve the flooding problem, raising individual foundations (padding up structures) may be a solution; however, its use must be restricted in order to minimize the cumulative effects on adjacent areas.
- 12.7. The Cities and the County should require mitigation of any stormwater runoff produced by development that occurs beyond that described in the 1981 General Plans of the County and the Cities.
- 12.8. All local development should provide appropriate mitigations of off-site impacts. These may include: limiting runoff to pre-development levels and/or complete solutions to flooding and local drainage problems in the vicinity of the development. Methods may include: detention (storing runoff temporarily and then releasing it) or retention (storing runoff on-site for percolation).
- 12.9. Careful consideration should be given to the cumulative effects of development which would drain into the upper reaches of Llagas Creek and other creeks in order to avoid the need for channelization and consequent destruction of its riparian vegetation and natural habitat.

13. Local Drainage

Local drainage problems in South County should be minimized by preventing inappropriate development in areas which are prone to drainage problems and by using design standards and advanced planning to manage development. Developers of individual projects should be required to mitigate off-site and on-site impacts and, where appropriate, to install local drainage facilities which would contribute to an eventual areawide solution to the local drainage problems, preferably in the context of a master plan for local drainage which should be developed jointly by the Cities and the County.

- 13.1. Since County maintenance is limited to maintaining local storm drainage facilities which may affect County roads, any additional storm drain-related maintenance beyond that which is currently provided will require additional funding from residents and/or developers.
- 13.2. Those residents who benefit from as well as those who contribute to the need for local drainage facilities should pay for them.
- 13.3. The County and Cities should require a storm water management plan for each development. This plan, which should be presented early in the development stage, would describe the design implementation and maintenance of the local drainage facilities.
- 13.4. The Cities and the County should coordinate in the development of a master plan for local drainage. The master plan should include consideration of the interface between unincorporated areas and the city drainage systems.
- 13.5. Each development should provide mitigations of off-site and on-site impacts, as appropriate. These mitigations may include limiting runoff to pre-development levels and/or complete solutions to local drainage problems in the vicinity of the development. Methods may include detention or retention, with appropriate protection of groundwater quality.

14. AGRICULTURE

Agriculture should be continued and supported since it contributes to the local economy and helps to delineate urban boundaries. Among other benefits, it is the most productive use for land which is not immediately planned for urban development. More effective methods of support and preservation should be developed.

The County and the Cities should reaffirm their commitment to the long-term maintenance of agricultural land uses in South County.

- 14.1. The County and the Cities should adopt no policies which are detrimental to agriculture.
- 14.2. The County and the Cities should take positive actions to preserve agricultural lands, for example: exclusive agricultural zoning, transfer of development rights (TDR) programs, and right-to-farm legislation.
- 14.3. The economic viability of agriculture should be maintained using a variety of methods, such as: contiguous urban development, the designation as agricultural lands those lands which are outside of urban areas, minimum lot size designations in agricultural areas, the limitation of land uses in agriculturally designated areas to agriculture and uses necessary for the support of agriculture, and the encouragement of direct marketing methods.
- 14.4. The County and the Cities should consider further whether they want to establish areas for the permanent preservation of agricultural lands and, if so, they should establish programs to accomplish that objective.

Some prime agricultural lands in South County (particularly within the prime agricultural areas east and south of Gilroy) should be preserved for permanent agricultural use through appropriate open space preservation tools.

- 14.5. The County should continue the A-20 and A-40 minimum lot size designations in the agricultural area.
- 14.6. The expansion of the "uses compatible with agriculture" category in County zoning ordinances and Williamson Act policies should be approved only when such additional uses will clearly contribute to the long-term viability of agriculture.

The County and the Cities should plan for further urban growth to occur in areas which will avoid encroachment into those agricultural lands with the greatest long-term potential to remain economically viable.

- 14.7. The conversion of agricultural lands needed for urban growth should occur in an orderly manner to retain the stability and viability of remaining agricultural lands as long as possible.
- 14.8. The Cities should use their policies for urban service area extensions and utility extensions to guide urban growth away from long-term agricultural areas.
- 14.9. The policies of the Local Agency Formation Commission (LAFCO) should guide urban development away from those agricultural areas with the greatest potential for long-term economic viability.
- 14.10. Open space buffers should be established between viable agricultural areas and urban expansion areas in order to minimize conflicts arising from the encroachment of urban development into or adjacent to such agricultural areas.

15. DEVELOPMENT HAZARDS/ENVIRONMENTAL SAFETY

New development should avoid hazardous and sensitive areas, and should occur only where it can be built without risking health and safety. New habitable structures should not be allowed in areas of highest hazard such as floodways, potentially active landslides, fault traces, and airport safety zones. In areas of less risk, development should be limited and designed to reduce risks to an acceptable level. Hillsides should be protected, and development should be precluded on steep slopes; when hillside land is developed, it should appear compatible and be done with minimum disruption of topography and vegetative cover. Natural streamside areas should be left in a natural state.

15.1. Development in hazardous areas should be:

- a. kept to a minimum by encouraging low-density, low-intensity uses and the types of uses least disruptive to the soil and vegetative cover;
- b. regulated in such a way that it minimizes disruption of the environment and does not trigger or accelerate the hazardous processes which exist in South County;
- c. prohibited on existing landslides and limited in areas where such development would initiate sliding or be affected by sliding on adjacent parcels;
- d. prohibited in areas where increased runoff from the addition of impervious surfaces and drainage would increase the possibility of downslope landsliding, or where additional projects would add to the cumulative effect of increased runoff, unless a downslope drainage improvement plan has been approved; and
- e. clustered, with dwellings grouped on the least hazardous portion of the property.

15.2. Development in less hazardous areas should be limited and designed to reduce risks to an acceptable level.

15.3. Development in fire hazard areas should be minimized. Actions which increase fire risk, such as increasing public access roads in fire hazard areas, should be avoided because of the great environmental damage and economic loss associated with a large wildfire.

15.4. Development should be prohibited in floodways and regulated in floodplains to minimize flood damage and be consistent with the federal flood insurance program.

- 15.5. Development should be limited (in areas to be determined by the County Geologist) along the shores of reservoirs which can be expected to sustain damage from seismically-induced splash waves.
- 15.6. The current policy restricting development in areas of poor accessibility should continue. Development should not be allowed in areas where access is provided by a single road that could be damaged by faulting or landslides, or where access could be cut off by wildfires, trapping residents or workers. Development may be allowed in areas where a second improved access road has been provided for emergency escape. Also, alternative north-south access roads should be developed through the South County for use in the event that the South Valley Freeway is damaged in a major earthquake.
- 15.7. Natural streamside and riparian areas should be left in their natural state.
- 15.8. Wildlife, rare and endangered plants and animals, and heritage resources should be identified and protected from loss and destruction.

Existing development regulations should be continued, with monitoring to determine their effectiveness. Policy changes should be made only after review by all three jurisdictions.

- 15.9. Current County policies in regard to management of hazardous areas should be maintained, and all information regarding hazardous areas should be updated to reflect current knowledge. Experience with hazardous areas in South County should be continually monitored to determine if policies and regulations need to be changed.
- 15.10. The Cities and County should enforce and maintain:
 - a. current zoning and land development ordinances and policies restricting development on hillsides to low-density, low-intensity uses, and
 - b. strict grading and building regulations to minimize instability of sloping areas and reduce public costs associated with maintaining roads and utilities on unstable slopes.

15.11. Geotechnical investigations should be required on all projects in unstable areas of expansive soils prior to construction to insure that the potential hazards are identified and can be properly mitigated. A contract should be negotiated:

- a. with the State Department of Mines and Geology for completion of a study of the Santa Cruz Mountains from the southern county border to the New Almaden area (approximate cost: \$10,000 per year for 3 years), and
- b. between the Cities and a consulting geologist for the review of development projects in potentially hazardous areas (costs could be covered by a fee to developers).

15.12. A public education program should be initiated which would:

- a. increase awareness of the safety hazards present in South County,
- b. provide information on mitigation techniques, and
- c. strengthen public support for adopted policies which might restrict development in hazardous areas.

16. OPEN SPACE AND RECREATION

The wide variety of open space areas in the South County should be maintained. Greenbelts should delineate and provide contrast to the urban areas of the South County cities. A system of city and regional parks should be linked by pedestrian ways, trails and streamside park chains. Implementation of the Llagas and Uvas Creeks as major streamside park chains should be actively promoted.

- 16.1. The South County includes a variety of types of open space areas, including: the Valley floor, stream corridors, lands around reservoirs, lands adjacent to scenic highways, the foothills adjacent to South County, the intermountain valleys, and the mountain areas beyond the foothills. Of these geographic areas, stream corridors and lands around reservoirs should receive highest priority for preservation as open space.
- 16.2. Geographic areas which should be considered for the location of future regional parks in South County include: the valley floor, stream corridors, lands around reservoirs, lands adjacent to scenic highways, the foothills adjacent to South County, the intermountain valleys, and the mountain areas beyond the foothills. Of these geographic areas, stream corridors and lands around reservoirs should be given highest priority for future regional park location.
- 16.3. A system of neighborhood, community, citywide and regional parks should be developed, linked where feasible by pedestrian ways, trails and pathways and streamside park chains. Where appropriate, parks should be located adjacent to other community facilities, such as schools, to optimize the multiple use of public open space facilities.
- 16.4. A system of scenic roads and trails should be developed linking the urban area with the rural and open space areas.
- 16.5. The visual integrity of the scenic gateways to the South County (Pacheco Pass, Hecker Pass, Route 101 south of Gilroy, and the Coyote greenbelt area north of Morgan Hill) should be protected.

16.6. High priority should be placed on:

- a. implementation of safe on-road bicycle routes through bike lane striping and signage and widening of roadway shoulders where necessary;
- b. acquisition of roadside rights-of-way for pedestrian and equestrian trails and pathways and bicycle routes;
- c. acquisition of streamside areas for pedestrian and equestrian trails and pathways, particularly where the streamsides remain in a natural state; and
- d. implementation of streamside trails in a manner which will respects adjacent private property rights.

16.7. The hillside/mountain areas to the east and the west should be limited to low-intensity rural uses compatible with open space in order to maintain their integrity as the South County's major scenic resource.

16.8. Intergovernmental agreements between the County and the Cities, such as specific plans, should be implemented to address land use and development policies for hillside areas, including the visual effects of hillside development on the ridgelines.

16.9. Streamsides, other riparian areas and floodways should be maintained in open space or related open space uses such as wildlife habitat, recreation or agriculture. Implementation of the Llagas and Uvas Creeks as major streamside park chains should be actively promoted.

Greenbelts should define the urban areas of the South County Cities. The northern boundary of Morgan Hill should be defined by a Coyote Valley greenbelt comprised of agricultural uses, rural estates and the Coyote Park chain. A similar area should be maintained between Morgan Hill and Gilroy to maintain community identity.

16.10. A greenbelt should be established between San Jose and Morgan Hill in the Coyote Valley.

16.11. The area between Morgan Hill and Gilroy should be studied for the purpose of establishing a greenbelt with such land uses as low-density rural residential, agricultural activities such as row crops, and recreation areas.

- 16.12. The land uses appropriate within a greenbelt should be determined by joint planning activities of South County Cities and the County, and might include:
- a. low-density residential development,
 - b. public parks and recreation areas,
 - c. privately operated recreation areas,
 - d. agriculture, and
 - e. other appropriate uses which may be determined.
- 16.13. A variety of open space preservation tools should be used to protect open space in South County, including:
- a. public acquisition,
 - b. land use regulation,
 - c. planning and urban development policy,
 - d. economic incentives to landowners,
 - e. open space easements,
 - f. transfer of development rights, and
 - g. dedication of additional lands upon development.
- 16.14. The recommendations of the Preservation 2020 Task Force should be widely:
- a. disseminated for review and comment by the South County cities and residents prior to their
 - b. adoption by the Board of Supervisors.

The South County jurisdictions should pursue further coordinated action as well as effective individual action to achieve successful implementation of the South County's open space and recreation goals and objectives.

- 16.15. The South County cities should:
- a. avoid the premature conversion of open space lands by planning for orderly, staged urban development;
 - b. acquire and develop city and neighborhood parks, providing just compensation for the taking of private lands;
 - c. implement portions of trail systems and streamside park chains within their boundaries;
 - d. plan and regulate land use to avoid hazardous areas and protect critical natural resources; and
 - e. designate future open space areas on their General Plans.

16.16. The County should:

- a. acquire and develop regional parks in the South County, providing just compensation for the taking of private lands;
- b. plan and regulate land use to protect open space resources and prevent the introduction of uses incompatible with open space resource preservation, within legally permissible limits;
- c. plan and regulate land use to avoid hazardous areas and protect critical natural resources; and
- d. continue to provide property tax relief via the Williamson Act to landowners who agree to maintain their lands in open space uses.

16.17. The South County Cities and the County together should:

- a. establish policies and implementation plans for greenbelts between cities, and
- b. identify and help establish a viable source of funding for acquiring and developing regional parks and pathways.

17. RURAL/URBAN LAND USE

The South County jurisdictions should resolve the draft proposal for urban and rural land use policies and standards which has been held for further consideration in the context of a continuing joint County-Cities process. This is necessary because there will be continuing pressure for development of rural unincorporated lands, although the General Plans of the three South County jurisdictions limit land uses in rural areas to rural-residential, open space and agriculture, and specify that urban development shall occur only in cities.

SPECIAL AREAS/TOPICS

18. San Martin

The future of San Martin should be further clarified with respect to its level of development and form of governance.

If San Martin is to remain a generally low-density rural residential area, current land use and septic regulations should be continued with no lessening of restrictions, and conditions should be monitored to determine if changes are advisable. If an urban future is to be recommended, a wastewater management program should be developed which includes mechanisms for implementation and financing.

- 18.1. If San Martin is to remain a generally low-density rural residential area, current County land use and septic system policies should be continued with no lessening of restrictions.
- 18.2. Land uses generating discharges which are high in volume or high in nitrates, organic materials or other problem chemicals should be restricted.
- 18.3. Existing County policies regarding the density of development and the discharge of wastes should remain in effect.
- 18.4. Groundwater and surface water quality conditions in the San Martin area should be monitored to determine if changes in current policies regarding septic systems and land use are needed.
- 18.5. If higher intensities of development are recommended for San Martin, proposals should be prepared regarding a wastewater management system for the area and how it should be organized.
- 18.6. Funding alternatives for financing the rehabilitation of existing water distribution facilities in San Martin should be explored.
- 18.7. All future County facilities located in San Martin should be designed, landscaped, and maintained to be compatible with their surrounding environment.
- 18.8. Existing County facilities in San Martin should be reviewed to ensure compatibility with their surrounding environment.
- 18.9. Development around the South County Airport should adhere to Airport Land Use Commission (ALUC) Policies.

San Martin should remain an unincorporated, predominantly rural-residential community governed by the County Board of Supervisors until the issues of its future level of development and form of governance have been resolved by community residents, the County, the Cities, and affected special districts.

- 18.10. The Local Agency Formation Commission (LAFCO) should continue to exclude San Martin from the Spheres-of-Influence of Morgan Hill and Gilroy until the issues of San Martin's future level of development and form of governance are resolved.
- 18.11. While San Martin remains unincorporated, the Cities of Gilroy and Morgan Hill should continue to provide LAFCO and the County with constructive comments on decisions and policies relating to San Martin.
- 18.12. The South County Cities and the County should explore possibilities for resolving San Martin's issues and problems through formal intergovernmental agreements.
- 18.13. The existing County General Plan policies regarding development densities and the location of commercial and industrial uses in San Martin should remain in effect until a special area plan and an implementation program for San Martin have been developed and adopted.
- 18.14. A study of the potential costs and impacts associated with each of the future governmental alternatives for San Martin should be conducted. These alternatives should include: incorporation, creation of sanitation or other service districts, and establishment of a municipal advisory council. The findings of the study should be disseminated widely throughout the San Martin area prior to any decisions regarding its future governance.
- 18.15. Once the issues of San Martin's future governance and level of development have been resolved, a special area plan and an implementation program should be prepared for the San Martin area. This plan should be prepared with input from the Cities of Gilroy and Morgan Hill.

19. Coyote Valley

Anticipated impacts on the South County resulting from development in Coyote Valley should be reviewed and addressed by the affected jurisdictions, both individually and through cooperative action.

- 19.1. Staff of the Cities of Morgan Hill and Gilroy, the County and the School Districts of Morgan Hill and Gilroy should meet periodically with the staff of the City of San Jose to determine the impacts of Coyote Valley development on the South County and to recommend appropriate responses for each jurisdiction.
- 19.2. Specific attention should be given by the jurisdictions to identify appropriate mitigations to impacts on the education/school system, since quality of education is a primary objective of the South County community.
- 19.3. The jurisdictions should develop a plan and specific measures for preserving a major greenbelt area between San Jose and Morgan Hill.
- 19.4. LAFCO in reviewing proposed actions in the Coyote Valley should consider jobs/housing balance, school impaction, and implementation of the Coyote Greenbelt.
- 19.5. The County should proceed to implement its Monterey Road policy in the Coyote Valley to upgrade or abate the existing uses. Careful attention should be given to any use being considered in the proposed Coyote Greenbelt area.

20. Truck Stops

Given their demand for higher levels of police and fire protection, and the nature and range of activities they generate, truck stops should be located within cities and near major truck routes. Proposals to develop truck stops should be evaluated for a variety of locational, environmental, fiscal, and safety-related considerations.

- 20.1. Given the need for sewer facilities and higher levels of police and fire protection, truck stops should be located within cities.
- 20.2. Proposals to develop truck stops should be evaluated for:
 - a. access from major highways,
 - b. compatibility with existing or future adjacent land uses,
 - c. potential safety hazards,
 - d. potential impacts on groundwater and surface water quality,
 - e. environmental constraints,
 - f. public costs and revenues related to the proposal,
 - g. availability of other truck serving facilities in Santa Clara County and neighboring counties,
 - h. growth inducing impacts, and
 - i. proximity of the project to major trucking routes and the project's ability to provide services to the maximum number of truckers.
- 20.3. The draft policies contained in the Appendix A to the Truck Stop Siting report (and as Appendix C to this report) are recommended as a guide for the evaluation of truck stop proposals. These draft policies should be referred to appropriate agencies and organizations for their review and comment.
- 20.4. The Committee's recommended policies and criteria for the evaluation of proposed truck stop development in South County should be reviewed and adopted by the three jurisdictions.
- 20.5. Those truck stops which are allowed within the cities of the South County should be located near major trucking routes in an area which will serve the maximum number of truckers, thereby minimizing the need for additional truck serving facilities and minimizing the impacts of truck traffic on the community.

21. POTENTIAL INTERGOVERNMENTAL AGREEMENTS

21.1 The South County Cities and the County should continue to build upon their existing agreements and work in concert with neighboring jurisdictions, school districts and agencies in order to further the coordination and cooperation which has already begun.

21.2 The South County Cities and the County should:

- a. Review and prioritize the recommendations of the South County Joint Planning Advisory Committee, with particular attention to those recommendations requiring joint action in order to identify which are appropriate for intergovernmental agreements.
- b. Review the various available types of intergovernmental agreements and proceed with those agreements which are determined to be appropriate.

22. PLANNING IMPLEMENTATION AND CONTINUITY

The South County Joint Planning Advisory Committee was formed by Santa Clara County and the Cities of Gilroy and Morgan Hill to initiate joint planning for the South County. In order to assure an optimum level of community development and quality of life for South County residents, the Committee has developed a range of recommended policies and an action plan for their implementation. Many of the recommended policies will require some degree of coordinated or concurrent action for effective implementation. To facilitate this coordination, a process for joint review and adoption of the recommended policies and the action plan has also been suggested.

Recognizing the ongoing need for cooperative planning in South County, the Advisory Committee has recommended continuation of the joint planning process. The successor committee should address the range of issues which were not included in the Advisory Committee's original charge and should monitor the progress of the joint implementation action program. It will also provide a forum for joint problem-solving between South County jurisdictions and residents.

Recommended Process for Joint Cities/County Review and Adoption

- 22.1. Upon receipt of the Advisory Committee's report, each City and the County should start a period of review by public agencies, community organizations and the general public, including the San Martin community.
- 22.2. During the process of review and recommendation by the Planning Commissions, the City Councils and the Board of Supervisors, each should determine which recommendations it considers acceptable for joint adoption and which require reconsideration. Those recommendations which are judged acceptable for joint adoption should be referred to the Planning Commissions for initiation of general plan amendments, including the state-mandated environmental review, as appropriate.
- 22.3. The recommendations which are judged unacceptable should be referred to the Joint Planning Advisory Committee for reconsideration or to some other interjurisdictional process for negotiation and resolution.

Concurrent Process for Agreement on Implementation Action Plan

- 22.4. In its report, the Advisory Committee will include an Implementation Action Plan, recommending specific actions to be taken by each jurisdiction to implement the recommended policies.
- a. Upon receipt by the jurisdictions, this section of the report should be referred to the staff of each jurisdiction for the preparation of recommendations regarding:
 - 1) feasible priorities and schedules relative to available agency resources and other program considerations, and
 - 2) the form of appropriate intergovernmental agreements for joint implementation (if any are to be recommended), such as memoranda of understanding, joint powers agreements, joint specific plan projects, contracts, etc.
 - b. The staffs of the three agencies should coordinate their review so that their recommendations will address those implementations requiring joint agency actions.
 - c. It may be desirable to refer staff recommendations regarding priorities and the scheduling of intergovernmental agreements to the Planning Commissions and other appropriate agencies for review and comment.
- 22.5. A final recommended action program should be presented to the legislative bodies so that they can approve schedules of implementing actions which reflect appropriate joint and individual actions by the Cities and the County.
- 22.6. Based on the approved action program, the three jurisdictions, with other agencies as appropriate, should identify and enter into those intergovernmental agreements which they determine to be necessary to implement joint policies.

Continuity of Current Program

- 22.7. The South County Joint Planning Advisory Committee should continue with its current membership until the County and the two Cities have concluded their action on the Committee's recommendations, including adoption or other disposition of the recommended policies and joint agreements on an implementation program.
- 22.8. Upon completion of its recommendations, the Advisory Committee should recess to allow for community review of its report and consideration by the Planning Commsisions and legislative bodies of the sponsor jurisdictions.
- 22.9. The Committee should reconvene in the Fall, 1986, to review the progress of the sponsors in acting on the recommendations and to advise on proposed general plan amendments. Unless the sponsors choose other methods for negotiation and resolution, the Advisory Committee should be prepared to reconsider recommendations which, in their present form, cannot gain joint acceptance .
- 22.10. The Committee should be permanently adjourned after the sponsors take appropriate action on the recommendations and a joint program for implementation.
- 22.11. No major new planning issues should be addressed until the Cities and the County have demonstrated their commitment to act on the current recommendations.

Future Joint Planning

- 22.12. The South County Cities and the County should continue to build upon their existing agreements and work in concert with neighboring jurisdictions, school districts, and agencies in order to further the coordination and cooperation which has already begun.
- 22.13. An ongoing Joint Planning Advisory Committee, composed of officials and citizens from the three jurisdictions, should be established after the present Committee is permanently adjourned. The new committee should:
- a. serve as a forum where the local governments, the districts and the residents can work together to solve common problems and to recommend agreement on community objectives and the actions required to accomplish them,
 - b. make recommendations on matters referred by the sponsoring jurisdictions and identify issues to be brought to the sponsors for consideration,
 - c. address issues which were not addressed within the original charge of the first project, and
 - d. advise on the progress of the sponsors' joint implementation programs.
- 22.14. Each year the Committee should have an agenda limited to a very few high priority topics that may be resolved within a year's schedule, and it should be charged to recommend topics to the sponsors for consideration in the next year's agenda. Staff should be provided by participating agencies as appropriate to the topics in the annual work program.

Topics Recommended for the Next Phase of Joint Planning

- 22.15. Completion of rural/urban land use policies and coordination of development standards (completion of the Committee's work on the Urban/Rural report, with particular attention to developing criteria for appropriate uses for land designated rural, land designated urban, and lands in transition)
- 22.16. Intergovernmental Fiscal Issues
- 22.17. Economic Development in a Community Context (investigation of alternative methods for initiating a strategic economic development planning process in the context of desired community character and quality of life)
- 22.18. North-south automobile circulation in South County (resolution of: (1) alignment and designation of Santa Teresa Blvd, and (2) right-of-way use and treatment of Monterey Road, and (3) analysis of the cumulative effects of incremental development activity in the South County on the South Valley Freeway, Monterey Road and Santa Teresa Blvd)

Section 5

Continuing Joint Planning

SECTION 5

CONTINUING JOINT PLANNING

NEED FOR CONTINUING JOINT PLANNING

One of the most significant recommendations of the Advisory Committee is that the three jurisdictions, the County and the two Cities, commit themselves to continuing the joint planning process undertaken in the South County Program.

The Advisory Committee has concluded that the South County is a recognized sub-region integrated by common economic, social, cultural, environmental and governmental interests. Its governance is shared by the two Cities and the County in complementing jurisdictional roles with increasingly effective cooperation. The Advisory Committee was formed by the three jurisdictions to initiate joint Cities-County planning and to review County and City plans so as to meet jointly the South County's expected growth. The Committee has concluded that a continuing process is necessary to assure an optimum level of community development and quality of life for the South County.

Throughout this initial planning program, Committee members expressed their concern to avoid the problems which have become apparent in the North County, and many of the Committee's recommendations are directed to that objective. Some of the recommendations call for joint review of existing general plans as well as proposed amendments and regulations so as to secure compatibility between the three jurisdictions where appropriate.

Most of the recommendations require some degree of coordinated action by the three jurisdictions, and one goal of an ongoing joint planning process is to facilitate consistent implementation of the recommendations adopted by the three sponsoring jurisdictions.

Further, it is recommended that the Cities and County should continue to build on their existing agreements and work in concert with neighboring jurisdictions, school districts, and agencies to promote the coordination and cooperation which has already begun.

FRAMEWORK FOR CONTINUING JOINT PLANNING

The Advisory Committee recommends that an ongoing Joint Planning Advisory Committee, composed of officials and citizens from the three jurisdictions, be established to:

- a. serve as a forum where the local governments, the districts and the residents can work together to solve common problems and to recommend agreement on common objectives and the actions required to accomplish them;
- b. make recommendations on matters referred by the sponsoring jurisdictions and identify issues to be brought to the sponsors for consideration;
- c. address issues which were not addressed within the original charge of the final project; and
- d. advise on the progress of the sponsors' joint implementation programs.

Each year the Committee should have an agenda limited to a very few high priority topics that may be resolved within a year's schedule. In addition, it should be charged with recommending topics to the sponsors for consideration in the next year's agenda. Staff should be provided by participating agencies as appropriate to the topics in the annual work program.

TOPICS RECOMMENDED FOR THE NEXT PHASE OF JOINT PLANNING

The Advisory Committee has recommended the following topics to be considered for inclusion in the next phase of joint planning, although it recommends that new topics not be undertaken until action on its current recommendations is assured.

1. Completion of rural/urban land use policies and coordination of development standards (completion of the Committee's work on the Urban/Rural report, with particular attention to developing criteria for appropriate uses for land designated rural, land designated urban, and lands in transition)
2. Intergovernmental Fiscal Issues
3. Economic Development in a Community Context (investigation of alternative methods for initiating a strategic economic development planning process in the context of desired community character and quality of life)
4. North-South automobile circulation in South County (resolution of: (1) alignment and designation of Santa Teresa Blvd., and (2) right-of-way use and treatment of Monterey Road, and (3) analysis of the cumulative effects of incremental development activity in the South County on the South Valley Freeway, Monterey Road and Santa Teresa Blvd.)

Section 6

Implementation Action Plan

SECTION 6
IMPLEMENTATION ACTION PLAN
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INTRODUCTION

THE IMPLEMENTATION ACTION PLAN

The Implementation Action Plan begins the process of converting the Recommended Policy Plan into a program for action. The Advisory Committee felt strongly that it is important to promote the implementation of the policies once they are adopted and to specify the actions by which the policies would become reality. Consequently, the Committee directed the drafting of the Implementation Action Plan, as an important element of its recommendations.

The Implementation Action Plan identifies for each policy recommendation which agency or entity should act to implement the policy, what actions are needed to carry out the policy, and what time frame for action seems appropriate, whether short-term (1 to 2 years), mid-range (3-4 years) or sometime later in the future. Some actions are appropriate to complete in a set time period, while others are ongoing by their nature.

The Implementation Action Plan is presented to the three sponsoring jurisdictions and the community as a draft with the recommendation that it be referred for review to the three staffs. The Advisory Committee recommends that the staff of each jurisdiction prepare recommendations regarding:

- o feasible priorities and schedules for the implementing actions, relative to available agency resources and other program considerations, to recommend which implementation actions should be undertaken during the current and next year and which should be prioritized for subsequent years;
- o the form of appropriate intergovernmental agreements regarding any actions recommended for joint or concurrent agency implementation, such as memoranda of understanding, joint powers agreements, joint specific plan projects, contracts, etc.

The Advisory Committee recommends that the staffs of the three agencies coordinate their review in order to address potential joint agency actions. It also recommends that it may be desirable to refer staff recommendations to the Planning Commissions and other appropriate agencies for review and comment.

The Implementation Action Program in the form of a revised recommendation, should finally be presented to the sponsoring legislative bodies so that they can approve schedules of individual and joint implementing actions for the Cities and the County which reflect each agency's resources and priorities. Based on the approved action program, the three jurisdictions should identify and enter into those intergovernmental agreements which they determine to be appropriate.

ACTION PLAN FOR IMPLEMENTATION OF RECOMMENDATIONS: KEY TO TABLE

WHO DOES IT?

Joint:	All jurisdictions decide criteria and direction together, but preserve autonomy (refers to Morgan Hill, Gilroy and County).
Individual City:	Each individual city's responsibility.
Joint Cities:	Cities should decide direction together, and work toward a common goal.
County:	Applies only to the County's responsibility, or within one County's jurisdiction.
All:	Responsibility of each jurisdiction, within its individual boundary. Sometimes followed by "Joint" which means it is to be performed individually by all, and then jointly with others.
Private:	Responsibility of private party.
LAFCO:	Responsibility of the Local Agency Formation Commission.

APPROPRIATE ACTIONS

Policy:	Lead action performed by decision - policymakers, such as the adoption of policy by City Council, Planning Commission or Board of Supervisors. May require some staff assistance, input, or support.
Staff:	Action by technical and administrative staff, who are responsible for implementing the action.
Policy, Staff:	Policy formation action is the major function, and staff action or support is involved in the form of permit approval or preliminary preparation.
N/A:	No action necessary or doesn't apply.
Study:	Requires policy action to implement.
Review for Consistency	Refers to the act of reviewing for consistency with the recommended policy.

TIME PERIOD

N/A:	No action necessary or doesn't apply.
A:	Within 1-2 years (Short-term)
B:	Within 3-5 years (Mid-range)
C:	Action sometime in the future, indefinite time (when necessary).
D:	Continuous, ongoing process.

1. URBAN GROWTH AND DEVELOPMENT

WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
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The three jurisdictions' existing plans should be continued as the basis for joint policy in the South County, since they are in general agreement on most topics and will accommodate the projected growth to 2005. By that time, the number of South County residents is expected to increase more than two-fold and employment more than four-fold. Effective joint planning should be continued, since Santa Clara County is a fast-growing region, drawing large amounts of industry and people, and the pressures for growth are likely to continue beyond that date.

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|---|---------------|--|-----|
| 1.1. The plans of the two Cities and the County do not need to be revised at this time to accommodate projected growth to 2005. | All, Joint | <u>Staff:</u> Review proposed amendments for consistency | D |
| 1.2. Since urban development will continue beyond 2005, it is important now to consider the potential general patterns of development beyond 2005 and to identify the areas to be kept in long-term rural land uses or open space before the pressures for urbanization are unmanageable. | Joint | <u>Policy:</u> Prepare long-term plan | B |
| 1.3. Conditions of population/employment growth and land development in the South County and surrounding regions should be regularly monitored: | | | |
| a. to assess the demand for additional urban development in South County, and | Joint | <u>Staff:</u> Set up monitoring system | A,D |
| b. to determine when it would be appropriate to plan for more extensive urban development in the South County. | Joint | <u>Policy:</u> Determine when further planning needed | A,D |
| 1.4. There should be regular monitoring of urban growth and of the effectiveness of plans and regulations, in order to make changes needed to achieve community objectives. Consideration should be given to potential long-term development patterns and to areas which are to be kept in long-term rural use or open space. | Joint | <u>Policy:</u> Prepare long-term plan | B |
| Urban development should occur in the cities in an orderly and contiguous pattern, managed and scheduled consistent with the ability to provide public facilities and services. Land uses in rural areas should be limited and public services to rural areas should be appropriately limited. | | | |
| 1.5. Urban growth should be managed and scheduled consistent with the ability to provide public facilities and services, such as sewer capacity, water, transportation, schools, public safety and other urban services. | Indiv. Cities | <u>Policy, Staff:</u> Review and revise existing policies for consistency; review proposals, etc for consistency | A,D |
| 1.6. Growth should occur in an orderly and contiguous pattern, within designated urban service areas and encouraging infill of vacant urban land. | All | <u>Policy, Staff:</u> Review and revise existing policies for consistency; review proposals, etc for consistency | A,D |

IMPLEMENTATION PLAN

- 1.7. Urban development should occur only in the cities and where the full array of urban services can be provided.
- 1.8. In rural areas, services shall be provided at a minimum level by the County or special districts.
- 1.9. Expansion of urban service areas and annexations should be based on general plans and be consistent with the Cities' schedules for development and extension of services.

WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
All	<u>Policy:</u> Review existing plans for consistency; review proposals, etc. for consistency	A,D
County + Districts	<u>Policy:</u> Review existing policies for consistency; review proposals, etc. for consistency	A,D
Indiv. Cities + LAFCO	<u>Policy:</u> Review for consistency cities' existing policies, service development schedules, and proposals for expansion	A,D

2. ECONOMIC DEVELOPMENT

Economic development should be diversified. Cities should encourage types of economic development which address identified community needs (City and County areas) and which are planned so as to minimize negative impacts.

- 2.1. Economic development should promote community self-sufficiency in jobs, housing and services, and should address the needs of all socio-economic segments of the community, creating employment to support the needs of existing residents.
- 2.2. A diversified economic base should be promoted in order to provide a variety of job types and skills and to insulate the local economy from possible economic downturns. Agriculture should be encouraged as an appropriate part of the economic mix.
- 2.3. In considering which industries to promote, attention should be given to the impacts on economic development, jobs/housing balance, transportation and public services, water and air quality, natural and heritage resources, and energy.

IMPLEMENTATION PLAN		
WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME

All	<u>Policy, staff:</u> Propose economic development plans based on assessment of community assets and quality of life objectives (This is a priority item for Phase 2 Joint Planning)	A,B
All	<u>Policy, staff:</u> Review existing policies for consistency and revise as necessary	A,D
Indiv. Cities	<u>Policy, staff:</u> Implement economic development plans	B

3. JOBS/HOUSING BALANCE

WHO DOES IT? . RECOMMENDED IMPLEMENTING ACTION . TIME FRAME

In the South County communities, jobs and housing should be balanced to minimize increases in housing costs, traffic congestion and commute time and to optimize economic balance and capacity to provide services.

<p>3.1. The South County Cities and the County should seek to attain and maintain a reasonable balance between jobs within each City's incorporated area and housing within each City's boundary agreement area through the use of:</p> <ul style="list-style-type: none"> a. general plan land use designations, b. zoning and other land use controls, c. growth rate controls on housing and job growth, d. sewer capacity allocations, and e. policies to attract industry that will hire local residents. 	All + Joint (within City, then County- wide)	<u>Policy</u> , staff: Review current policies for consistency as needed. Review proposals and applications for consistency	A,D
<p>3.2. The South County communities should provide housing at a range of costs that meet the needs of all sectors of the workforce. Housing should be distributed evenly among the communities so as to achieve an appropriate population balance and equitable distribution of public services.</p>	All	<u>Policy</u> , staff: Review current policies for consistency as needed. Review proposals and applications for consistency. Identify strategies and programs to achieve varied-cost housing	A,D
<p>The ratio of jobs to housing should be monitored as development proceeds so that appropriate policies to maintain balance can be implemented, since the three jurisdictions' existing plans, while generally adequate to accommodate the forecast urban growth to 2005, will result in a surplus of jobs relative to housing units.</p>			
<p>3.3. The Cities of Morgan Hill, Gilroy and San Jose, and the County should monitor the jobs/housing balance in South County and the Coyote Valley.</p>	Joint	<u>Staff</u> : Set up monitoring system; monitor for cumulative impacts	A,D
<p>3.4. Each city should adjust its respective jobs/housing balance as its City Council directs, while continuing to monitor the cumulative impacts of individual communities' development decisions.</p>	All + Joint	<u>Policy</u> : Adjust and revise for consistency as directed by Council	A,D
<p>3.5. If actions to correct imbalances are not undertaken or if they are ineffective, the Cities should undertake additional transportation improvements, traffic management programs, and housing programs to offset impacts of higher housing costs on residents with lower incomes.</p>	All (Joint as appropriate)	<u>Staff</u> : Determine through monitoring if imbalance corrected; recommend measures to offset <u>Policy</u> : Undertake necessary measures	C,D
<p>3.6. The County should retain its policy that urban development and jobs should be provided within cities; the County should not seek to balance jobs and housing within the unincorporated area.</p>	County	<u>Policy</u> : Maintain current policy	D
<p>3.7. The South County community should work with the City of San Jose to minimize impacts of San Jose's Coyote Valley development on the jobs/housing balance of South County.</p>	Joint + San Jose	<u>Staff</u> : Set up schedule for review and determine impacts <u>Policy</u> : Review and revise plans to minimize impacts	D
<p>3.8. If cost/revenue imbalances are created by the jobs/housing imbalance in rural areas of South County, the Cities and the County should discuss ways to mitigate the impacts.</p>	Joint	<u>Policy</u> : Review and revise policies; mitigate impacts as needed	C

4. EDUCATION

WHO DOES IT? . RECOMMENDED IMPLEMENTING ACTION . TIME FRAME

Community development and school development should be coordinated to optimize educational goals and enhance the school's role as a community resource.

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| 4.1. | San Jose, Morgan Hill, Gilroy, the County, and the school districts should meet periodically to plan for needed school expansions resulting from new development. | Joint +
School Distr. | <u>Policy, staff:</u> Schedule meetings to plan expansion when needed | A,D |
| 4.2. | The pattern and timing of growth should be controlled in a way that allows the school districts to plan and finance facilities in an orderly fashion. | Indiv. City +
School Distr. | <u>Policy, staff:</u> See recommendations 3 & 4 for specific actions | D |
| 4.3. | Development should be coordinated with the scheduling of capital funds for schools. | Indiv. City +
School Distr + | <u>Staff:</u> Set up coordinating meetings and refer development proposals for consistency | A,D |
| 4.4. | Development approvals should be conditioned on the availability of schools. | private (4) | | |
| 4.5. | To allow school facilities to be used most efficiently and to minimize busing needs, residential development should be contiguous and infill development within built-up areas should be encouraged. | Indiv. City | <u>Policy:</u> Review plans for consistency and review proposals for consistency | A,D |
| 4.6. | Where appropriate, planning should promote the concept of the neighborhood school, which provides education to the children in the neighborhood and serves as a resource facility to the residents. | Indiv. City +
School Distr. | <u>Policy:</u> Review plans and projects for consistency | D |
| 4.7. | The Cities, school districts and other community and social agencies should coordinate to mobilize additional resources to deal with issues which impact the role of schools, such as job training and teenage pregnancy, so that these are adequately dealt with during periods of rapid growth or change. | Joint +
School Distr +
other agencies | <u>Policy, Staff:</u> Convene appropriate agencies to set up program relating to appropriate issues | A,D |

Sites for new schools should be carefully selected to optimize educational goals.

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| 4.8. | In order to avoid de facto segregation in schools, housing for low and moderate income families should be planned throughout the South County where urban services are available. Concentration of such housing in any one area shall be avoided. | Indiv. City | <u>Policy:</u> Review existing plans; prepare needed revision consistent with recommendation | A,D |
| 4.9. | Where appropriate, parks and schools should be located together to optimize their multiple use as community facilities. | Indiv. City +
School Distr. | <u>Policy:</u> Review plans for consistency | D |

Additional funding methods should be developed for needed school facilities, since present school financing methods are inadequate and projected growth could more than double school enrollment by 2005.

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| 4.10. | The jurisdictions should start active lobbying for new State legislation to allow for the collection of impact fees from industrial and commercial projects. | Joint +
School Distr. | <u>Policy, staff:</u> Identify appropriate strategy | A,B |
| 4.11. | The jurisdictions should work with other local governments and the private sector to develop innovative financing techniques. | Indiv. City +
Joint + Priv. | <u>Policy, staff:</u> Identify appropriate strategy | A,B |
| 4.12. | Development impact fees should continue to be collected on new dwellings. | Indiv. City +
Co. + Private | <u>Staff:</u> Collect fees | D |
| 4.13. | Development impact fees should be commensurate with the cost of the public improvements generated by new development. | Indiv. City +
Co. + Private | <u>Policy:</u> Review fees and revise as needed | D |
| 4.14. | The use of Mello/Roos funds to provide schools for the massive expansion planned by San Jose in the Coyote Valley should be investigated. | San Jose +
School Distr. | <u>Staff:</u> Investigate use of funds | A |
| 4.15. | The Redevelopment agencies and appropriate Board of Education should negotiate to determine if it is appropriate to use Redevelopment Act contributions to assist schools. | Indiv. City +
School Distr. | <u>Policy, staff:</u> Negotiate and administer agreements | A,D |
| 4.16. | When appropriate, industrial and commercial development should be required to provide school mitigations for impacts identified in environmental and other impact reports by such means as the payment of fees or dedication of land and/or buildings. | Indiv. City +
Private | <u>Policy, staff:</u> Determine appropriate fees and administer fees | A,D |

5. INFRASTRUCTURE

Infrastructure needs should be identified and their development coordinated to minimize costs and to support achievement of community goals.

- 5.1. Cities should provide an urban level of services and facilities to urban areas. Strategies that help achieve this objective and are already partially or fully in use include:
- a. requiring that the timing and location of future urban development be based upon the availability of public services and facilities,
 - b. requiring new development to pay all of the incremental public service costs which it generates, and
 - c. requiring developers to dedicate land and/or pay to offset the costs relating to the provision and expansion of public services and facilities.

WHO DOES IT? . RECOMMENDED IMPLEMENTING ACTION . TIME FRAME

All + Water Districts (Joint as appropriate) Policy, staff: Monitor and forecast growth; identify infrastructure needs and costs; relate to community development objectives; specify and coordinate implementation A,B

6. INFRASTRUCTURE: SEWERS/SANITATION

Expansion of the joint Gilroy/Morgan Hill sewage treatment plant should proceed, since additional sewer capacity is a prerequisite for further urban development and urban development is most appropriately served by sanitary sewer systems. Septic systems should be used only for low-intensity uses where they will have minimum impact on the environment.

- 6.1. The total capacity for the Gilroy/Morgan Hill Wastewater Treatment Facility, its timing for completion, and configuration should be consistent with agreed upon policies for the overall growth of the South County.
- a. The Cities of Gilroy and Morgan Hill should determine the best method to increase and fund their sewer treatment capacity in order to facilitate development that is consistent with their general plans.
 - b. The facility should be funded so as to minimize competition for needed funds for other infrastructure in the South County.
- 6.2. The County and the two Water Districts should assist in the Cities' wastewater treatment program if feasible and agreed to by the Cities.
- 6.3. San Martin's sewage treatment needs should be determined with consideration given to the implications of: economics, population, land use and the governmental status of San Martin.

Joint Cities Policy, staff: Review proposals for consistency; determine necessary strategy A

Joint + Water District Policy: Define roles A

Joint Policy: Determine if and when policy to be revised A,D

IMPLEMENTATION PLAN

WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
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6.4. Beyond the proposals for which land use designations have been approved and for which alternative sewage treatment and disposal systems (other than septic tanks) have been approved in concept (Casa de Fruta and Nob Hill Family Park), no new land uses requiring the use of alternative sewage treatment and disposal systems should be permitted until a more reliable track record has been established.

County	<u>Policy:</u> Review proposals for consistency	D
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6.5. The Joint Powers Pretreatment Program for industrial and commercial hazardous material users and/or hazardous waste generators should continue to be implemented in the two cities.

Joint	<u>Policy:</u> Continue	D
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INFRASTRUCTURE: WATER QUALITY AND SUPPLY

7. Water Supply

New development should not exceed the water supply, and use of water should be made more efficient through appropriate means, such as watershed protection, percolation, reclamation, and conservation.

7.1.	Each agency and jurisdiction responsible for well monitoring should continue to monitor wells and provide the results to a central agency (yet unknown) which would coordinate the data and make it available to all jurisdictions and agencies.	All + Central Agency	<u>Policy, staff:</u> Agree on agency; set up coordinated system	A
7.2.	Programs to identify and seal abandoned and unused wells should be continued, as they may be prime sources for transferring contaminants from the upper to lower aquifer.	All	<u>Policy:</u> Continue	D
7.3.	Programs for monitoring private wells should continue to occur and should continue to expand the scope of testing by including tests of more wells and including tests on constituents not yet tested in private wells (i.e., volatile organics, bacteriological, radiological, etc.).	All	<u>Policy:</u> Continue and revise as needed	D
7.4.	Each jurisdiction and agency pumping water from wells should be responsible for knowing the demand that its well pumping imposes on the direction of flow of water and how it affects others that are pumping from the same aquifer.	All	<u>Policy:</u> Revise current policy for consistency and revise as necessary	A,D
7.5.	Each jurisdiction and agency pumping water from wells should consider accepting the concept of "managing the aquifer" so as to secure its utility as a water resource and ensure the water's quality.	All	<u>Policy:</u> Review policy for consistency and revise as necessary	A,D
7.6.	Streambeds and other appropriate percolation areas should be protected.	All + Water Distr.	<u>Policy, staff:</u> Review policy for consistency; identify approaches and actions	A,D
7.7.	There should be continuing coordination among the South County jurisdictions and the Santa Clara Valley Water District to assure that the South County will get sufficient deliveries of San Felipe water as needs require.	Joint + Water Distr.	<u>Policy, staff:</u> Monitor growth; forecast needs; coordinate with appropriate agencies	D
7.8.	The two water districts should continue developing cooperative programs to assure effective management of the water resources, such as well monitoring and percolation of imported water.	Water Distr.	<u>Policy, staff:</u> Meet periodically to develop and implement programs; other agencies review progress	D

IMPLEMENTATION PLAN

WHO DOES IT? . RECOMMENDED IMPLEMENTING ACTION . TIME FRAME

8. Water Quality

Water quality should be protected from contamination, and should be monitored to assure that present policies and regulations are adequate. Such uses as waste facilities, septic systems and industries using toxic chemicals should be prohibited where polluting substances may come in contact with groundwater, floodwaters, and creeks or reservoir waters.

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| 8.1. Land use policies should be continued that limit the number of individual septic systems in areas vulnerable to groundwater contamination, because of the potential for cumulative degradation of water quality. | All | <u>Policy:</u> Continue | D |
| 8.2. Large lot policies, which allow minimal development and limited numbers of septic systems in small areas, should be continued in areas where development is expected to be served by sewers. This approach makes it possible to design future urban density subdivisions with smaller lots which are more efficient for sewers in terms of service and cost. | County | <u>Policy:</u> Continue | D |
| 8.3. In the unincorporated area current County policies regarding septic systems and land use should be continued with no lessening of standards. | Joint | <u>Policy:</u> Continue | D |
| 8.4. Groundwater and surface water quality conditions throughout the South County should be monitored to determine if changes in regulations regarding septic systems and land use are needed. | Joint + Cities | <u>Staff:</u> Determine if additional monitoring needed | A |

Protection of groundwater quality requires continued caution in the siting of landfills and transfer stations and rigorous enforcement of local and regional regulations.

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| 8.5. Continued caution should be taken as to the siting of landfills, the construction of landfills (i.e., they should have clay liners, etc.), and the waste allowed in a sanitary landfill in South County so as not to create hazards to groundwater quality. | All | <u>Policy:</u> Continue | D |
| 8.6. Continued caution should be taken as to the siting of transfer stations in South County so as not to create hazards to groundwater quality. | All | <u>Policy:</u> Continue | D |
| 8.7. Regulations relating to solid waste disposal should continue to be rigorously enforced by the local jurisdictions and by the Regional Water Quality Control Boards. | Indiv. City + RWQCB | <u>Policy:</u> Continue | A |
| 8.8. Periodic household hazardous waste collection programs and other related activities should occur on a regular basis in order to limit the types and amounts of hazardous waste entering the ordinary waste stream. | All | <u>Policy, staff:</u> Develop strategy to implement program | A |

WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
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- 8.9. The jurisdictions in South County should work jointly and with other jurisdictions to achieve a balance between potential negative impacts and the benefits associated with the location of solid waste disposal sites and transfer stations.

Joint + other jurisdictions	<u>Policy, staff:</u> Participate in solid waste planning; negotiate trade-offs, if new site is needed	C
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9. Hazardous Materials and Waste Management

A program of regular inspections and monitoring to ensure compliance with local regulations should be continued in order to reduce the risks associated with the use and handling of hazardous materials and wastes.

- 9.1. The Cities' Hazardous Materials Specialists and Pretreatment Inspector, and the County Health Department should continue to inspect regularly activities that store and/or use hazardous materials, including above-ground and underground storage tanks and related equipment, to ensure compliance with each City's and the County's Hazardous Materials Storage Ordinance (HMSO).

All + Private	<u>Policy:</u> Continue	D
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- 9.2. There should be regular inspections of those facilities which store hazardous waste on site for less than 90 days, a time period for which a hazardous materials storage permit is not required. This inspection could be enforceable via the Memorandum of Understanding between Department of Health Services (DOHS) and County Health Department, whereby the County Health Department would act as an agent of DOHS in enforcing this aspect of the Hazardous Materials Storage Ordinance (HMSO).

Joint + Private	<u>Policy, staff:</u> Review current policies for consistency as needed; review proposals for consistency	A,D
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- 9.3. Submittal of a hazardous materials handling plan should be a prerequisite for developments requiring zone changes, use permits, etc.

All + Private	<u>Policy:</u> Review proposals for consistency	D
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- 9.4. In order to minimize potential hazards, generators of hazardous waste should be required to use on-site pretreatment prior to discharging waste into the sewer system. The methods may include neutralization, precipitation and oxidation.

All + Private	<u>Policy:</u> Continue	D
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- 9.5. Small generators of hazardous waste should be helped to find ways to decrease their hazardous waste load either by pretreatment and/or use of less hazardous constituents.

All + Private	<u>Policy, staff:</u> Identify appropriate strategy and implement; review proposals for consistency	A,D
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- 9.6. Vehicles and other equipment that may threaten the quality of water from leaking fuel tanks or oil spills should be removed from the site and/or repaired.

Joint + Private	<u>Policy:</u> Prepare and adopt appropriate policy <u>Policy, staff:</u> Review and revise existing policy; determine appropriate fee schedule and administer	A,D A,D
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- 9.7. Public education regarding hazardous materials and waste management should be coordinated and implemented among the local jurisdictions (Morgan Hill, Gilroy, the County), local agencies (SCVWD, GWCD, RWQCBs, etc.) and local groups (League of Women Voters, Lions Club, etc.).

All + Private	<u>Policy, staff:</u> Develop strategy to enforce policy; staff to administer	A,D
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IMPLEMENTATION PLAN

WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
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- 9.8. During the implementation of "AB 2185" (Calif. Health and Safety Code Chap. 6.95 Division 20 Section 25500 et seq) and successor legislation in South County, every effort should be made to achieve maximum integration between newly-mandated actions and elements and ongoing programs (e.g., Hazardous Waste Generator Inspections and pretreatment), particularly as they apply to:

- coordinated permit and fee structure,
- coordinated inspections,
- emergency response ("business") plans,
- training programs,
- evacuation requirements, and
- information requirements.

The transportation of hazardous materials and wastes should be monitored to reduce risks and ensure notification of South County Cities in the event of a leak or spill.

- 9.9. The South County jurisdictions should require that they receive reports from the Department of Transportation and the California Highway Patrol regarding spills or leaks on the highway.

State agencies	<u>Policy:</u> Continue	D
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- 9.10. If a spill occurs while transporting hazardous materials or waste in one of the Cities or the County, the other jurisdictions should be notified by that jurisdiction.

Joint	<u>Policy:</u> Review current policy for consistency; revise as necessary	A,D
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- 9.11. The Cities and County should consider designating specific transportation routes for the conveyance of hazardous materials and waste, if the jurisdiction desires hazardous materials and waste to be transported on other transportation routes.

Joint	<u>Policy:</u> Review current policy for consistency; revise as necessary	A,D
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- 9.12. The County should consider implementing a Memorandum of Understanding (MOU) between the Department of Health Services (DOHS) and the County Health Department whereby the County would act as an agent in requiring hazardous material users and waste generators to provide annual records and in monitoring the haulers of hazardous materials and waste.

County	<u>Policy, staff:</u> Develop strategy to implement programs; set up monitoring and enforcement agency	
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- 9.13. To reduce the risk involved in transporting hazardous waste and to decrease the volume of waste that must be disposed of, generators of hazardous waste should be encouraged to use on-site pretreatment, such as: neutralization, precipitation and oxidation.

All + Private	<u>Policy:</u> Continue	D
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10. Intergovernmental Coordination: Water Quality/Hazardous Materials

Intergovernmental coordination between the Cities, the County and local agencies should be considered as an effective means of resolving issues of concern and investigating the feasibility of compatible standards, ordinances and enforcement procedures.

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| 10.1. The two Regional Water Quality Control Boards that have jurisdiction in South County should reach agreement upon compatible water quality standards for South County, as compatible standards would be less confusing to developers and owners of land and to jurisdictions which must carry out the Regional Boards' regulations. | RWQCB + Private | <u>Policy:</u> Review policy for consistency and revise as necessary; review plans for consistency | A,D |
| 10.2. The two Water Districts which have jurisdiction in South County should reach agreement upon respective responsibility and jurisdiction of water supply and quality so as not to duplicate their efforts. | Water Distr. | <u>Policy:</u> Review policy for consistency and revise as necessary | A,D |
| 10.3. Regular meetings should be held between the two Regional Water Quality Control Boards (RWQCB), the two Water Districts, County Health Department, County Executive's Office, County Planning Office, Gilroy Planning Department, Morgan Hill Planning Department, San Martin Planning Committee, and any other key agency which is interested, to discuss the current issues and concerns relative to South County's water supply and quality. | Affected Agencies | <u>Policy, staff:</u> Set up schedule of meetings and determine issues and concerns, plan coordinated effort to resolve conflicts | A,D |
| 10.4. The Cities, County, Regional Water Boards and local agencies should have compatible ordinances (i.e., HMSOs), standards (i.e., septic tank and alternative treatment and disposal methods), and enforcement procedures (i.e., implementing "AB 2185" [Calif. Health and Safety Code Chap. 6.95 Division 20 Section 25500 <u>et seq</u>], etc.) regarding water quality so that there is no advantage for a company to locate in an area with lower standards. | Joint + Private | <u>Policy:</u> Review policy for consistency and revise as necessary; review plans for consistency | A,D |

11. INFRASTRUCTURE: TRANSPORTATION

A balanced transportation system should be developed which integrates various transportation modes with existing and proposed land uses and assures access to all.

	WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
11.1. A balanced transportation system should be provided which assures access to all, and which integrates all appropriate modes of transportation into an effectively functioning system, including such modes as auto, public transit, bicycling and walking.	All (Joint as appropriate)	<u>Policy, staff:</u> Review existing plans for consistency; identify unmet needs, prepare to implement plans, protecting future rights-of-way	B
11.2. The transportation system should be compatible with existing and proposed land uses and should promote environmental objectives, such as safe and uncongested neighborhoods, energy conservation, reduction of air and noise pollution, and the integrity of scenic and/or hillside areas.	All, Joint + Transit Distr.	<u>Policy, staff:</u> Implement Phase II recommendations re: north-south circulation	A
11.3. Bicycling and walking should be promoted as significant transportation modes for their contribution to health and the reduction of energy consumption and pollution.	All, Joint + Transit Distr.	<u>Policy, staff:</u> Review existing plans and policies for consistency; revise and implement as appropriate	A,B
11.4. Public transit should be expanded as needed to meet the changing needs of the area for local and regional access, including such methods as bus, dial-a-ride, paratransit and rail, where appropriate.	All, Joint	<u>Policy, staff:</u> Review existing policies for consistency; revise and implement as appropriate	A,B
11.5. Planning for land use and transportation development should be integrated. The timing, amount, and location of urban development should be consistent with the development of the transportation system capacity, and land uses should be designed to promote use of appropriate transportation modes.	All, Joint + Transit Distr.	<u>Policy, staff:</u> Monitor growth, industrial development; implement program	D
11.6. Options for future transportation facilities should be preserved in advance of development by such means as identification of routes, reservation of rights-of-way, setback of development to accommodate future width lines, and limiting of access along future major arterials.	All, Joint + Transit Distr.	<u>Policy, staff:</u> Review and implement proposals as consistent with this policy	D
11.7. The Cities and the County should improve coordination and cooperation on all South County transportation planning.	All, Joint	<u>Policy, staff:</u> Implement Phase II recommendations	A
	Joint	<u>Policy:</u> South County officials should agree on objectives and coordinate their participation in the Transportation Commission and with with regional and state transportation agencies	D

INFRASTRUCTURE: FLOOD CONTROL/DRAINAGEWHO DOES IT? . RECOMMENDED IMPLEMENTING ACTION . TIME FRAME

Land development should be managed by the three jurisdictions to mitigate flooding problems and to minimize the need for public funding of additional flood control and local drainage facilities (other than for orderly, planned growth), since flooding affects substantial areas of South County, and the flood control projects now being constructed are designed to protect only existing developed and planned urban areas.

12. Flood Control

Flood damage in South County should be minimized through a combination of actions. In flood-prone areas, inappropriate development should be prevented through land use planning, urban development policies and land use regulations. Areas which are developed or planned for development should be protected by the construction of flood control facilities. Development should be managed through advanced planning and design standards to minimize off-site flooding and drainage problems.

12.1. Highest priority for construction of flood protection facilities should continue to be given:

- a. first, to areas of existing development subject to the highest potential flood damage;
- b. then, to undeveloped areas planned for urban development which would be subject to the highest potential of flood damage;
- c. then, to agricultural lands; and
- d. finally, to undeveloped areas not planned for urban development.

12.2. If federal and state funds are not available for future flood control facilities and such facilities must be funded locally, those property owners who would benefit from and those who contribute to the need for such facilities should pay the cost.

12.3. Developers whose proposed projects would induce downstream flooding should be required to provide mitigation to eliminate the flood-inducing impacts of their projects.

12.4. Streamside development should be designed in such a way as to facilitate maintenance of the waterway and protection of the environment and riparian areas.

12.5. If development is to be allowed in flood-prone areas, flood control facilities or appropriate flood-proofing should be provided prior to or in conjunction with development at developers' expense.

All + Water Districts	<u>Policy, staff:</u> Review existing policies, standards & regulations for consistency; review new proposals for consistency <u>Staff:</u> Meet with Water District to determine if additional facilities needed	A,D B,C
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All, Joint + Water Distr.	<u>Policy, staff:</u> Review existing policies and revise for consistency; review proposals for consistency	A,D
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All + Water Districts + Private	<u>Policy, Staff:</u> Review proposals relative to funding needs and benefits; administer fees	D
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All + Water District + Private	<u>Policy, staff:</u> Review proposals for consistency	D
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All + Water District	<u>Policy, Staff:</u> Review proposals for consistency	D
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All + Water District	<u>Policy:</u> Set fees <u>Staff:</u> Determine appropriate flood protection measures; review proposals for consistency	A,D
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IMPLEMENTATION PLAN

- 12.6. Where other mitigations do not solve the flooding problem, raising individual foundations (padding up structures) may be a solution; however, its use must be restricted in order to minimize the cumulative effects on adjacent areas.
- 12.7. The Cities and the County should require mitigation of any stormwater runoff produced by development that occurs beyond that described in the 1981 General Plans of the County and the Cities.
- 12.8. All local development should provide appropriate mitigations of off-site impacts. These may include: limiting runoff to pre-development levels and/or complete solutions to flooding and local drainage problems in the vicinity of the development. Methods may include: detention (storing runoff temporarily and then releasing it) or retention (storing runoff on-site for percolation).
- 12.9. Careful consideration should be given to the cumulative effects of development which would drain into the upper reaches of Llagas Creek and other creeks in order to avoid the need for channelization and consequent destruction of its riparian vegetation and natural habitat.

WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
All + Water District + Private	Policy, staff: Review regulations or standards for consistency; review projects for consistency	A,D
Joint + Water District + Private	Policy, staff: Review existing policies for consistency; review applications for consistency and require mitigations as appropriate	A,D
All + Water district + Private	Policy, staff: Review existing regulations for consistency; review proposals for consistency and require mitigations as appropriate	A,D
Joint (or County + Morgan Hill + Water Distr)	Staff: Forecast cumulative effects; set up monitoring system Policy, staff: Review proposals for consistency and determine appropriate development and mitigation policies	A,D

13. Local Drainage

Local drainage problems in South County should be minimized by preventing inappropriate development in areas which are prone to drainage problems and by using design standards and advanced planning to manage development. Developers of individual projects should be required to mitigate off-site and on-site impacts and, where appropriate, to install local drainage facilities which would contribute to an eventual areawide solution to the local drainage problems, preferably in the context of a master plan for local drainage which should be developed jointly by the Cities and the County.

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| 13.1. Since County maintenance is limited to maintaining local storm drainage facilities which may affect County roads, any additional storm drain-related maintenance beyond that which is currently provided will require additional funding from residents and/or developers. | County + Private | <u>Policy</u> , staff: Set up fee structure for additional service and enforcement; consider formation of assessment district for funding | B |
| 13.2. Those residents who benefit from as well as those who contribute to the need for local drainage facilities should pay for them. | All + Private | <u>Policy</u> : Consider formation of assessment district; <u>Staff</u> : collect fees | D,B |
| 13.3. The County and Cities should require a storm water management plan for each development. This plan, which should be presented early in the development stage, would describe the design implementation and maintenance of the local drainage facilities. | All (using criteria developed jointly with Water Distr.) | <u>Policy</u> , staff: Develop storm water management plan framework; review proposals for consistency | A,D |
| 13.4. The Cities and the County should coordinate in the development of a master plan for local drainage. The master plan should include consideration of the interface between unincorporated areas and the city drainage systems. | Joint | <u>Policy</u> , staff: Prepare master plan; revise as necessary | A,D |
| 13.5. Each development should provide mitigations of off-site and on-site impacts, as appropriate. These mitigations may include limiting runoff to pre-development levels and/or complete solutions to local drainage problems in the vicinity of the development. Methods may include detention or retention, with appropriate protection of groundwater quality. | All + Water District + Private | <u>Policy</u> , staff: Review existing regulations for consistency and require mitigations as appropriate | A,D |

14. AGRICULTURE

Agriculture should be continued and supported since it contributes to the local economy and helps to delineate urban boundaries. Among other benefits, it is the most productive use for land which is not immediately planned for urban development. More effective methods of support and preservation should be developed.

The County and the Cities should reaffirm their commitment to the long-term maintenance of agricultural land uses in South County.

Joint	<u>Policy:</u> Reaffirmation	A
All	<u>Policy:</u> Review proposed policies for consistency	D
Joint (or as appropriate)	<u>Policy:</u> Revise existing plans and regulations; develop appropriate mechanisms to implement recommendations	A,B,D
All, Joint	<u>Policy, staff:</u> Review and revise existing plans and policies for consistency as needed; Monitor condition of agriculture, identify and implement appropriate strategies and programs	A,D
Joint	<u>Policy:</u> Determine if areas are to be established and develop implementation program	A,B

14.1. The County and the Cities should adopt no policies which are detrimental to agriculture.

14.2. The County and the Cities should take positive actions to preserve agricultural lands, for example: exclusive agricultural zoning, transfer of development rights (TDR) programs, and right-to-farm legislation.

14.3. The economic viability of agriculture should be maintained using a variety of methods, such as: contiguous urban development, the designation as agricultural lands those lands which are outside of urban areas, minimum lot size designations in agricultural areas, the limitation of land uses in agriculturally designated areas to agriculture and uses necessary for the support of agriculture, and the encouragement of direct marketing methods.

14.4. The County and the Cities should consider further whether they want to establish areas for the permanent preservation of agricultural lands and, if so, they should establish programs to accomplish that objective.

Some prime agricultural lands in South County (particularly within the prime agricultural areas east and south of Gilroy) should be preserved for permanent agricultural use through appropriate open space preservation tools.

14.5. The County should continue the A-20 and A-40 minimum lot size designations in the agricultural area.

County	<u>Policy:</u> Continue	N/A
County	<u>Policy:</u> Proposals should be reviewed for consistency with long-term plan	D

14.6. The expansion of the "uses compatible with agriculture" category in County zoning ordinances and Williamson Act policies should be approved only when such additional uses will clearly contribute to the long-term viability of agriculture.

IMPLEMENTATION PLAN

WHO DOES IT? . RECOMMENDED IMPLEMENTING ACTION . TIME FRAME

The County and the Cities should plan for further urban growth to occur in areas which will avoid encroachment into those agricultural lands with the greatest long-term potential to remain economically viable.

14.7.	The conversion of agricultural lands needed for urban growth should occur in an orderly manner to retain the stability and viability of remaining agricultural lands as long as possible.	Joint	<u>Policy</u> : Review existing plans and evaluate new proposals for consistency	A,D
14.8.	The Cities should use their policies for urban service area extensions and utility extensions to guide urban growth away from long-term agricultural areas.	Indiv. City	<u>Policy, staff</u> : Review proposals for growth and long-term impacts	D
14.9.	The policies of the Local Agency Formation Commission (LAFCO) should guide urban development away from those agricultural areas with the greatest potential for long-term economic viability.	LAFCO	<u>Policy</u> : Review proposals for impacts	D
14.10.	Open space buffers should be established between viable agricultural areas and urban expansion areas in order to minimize conflicts arising from the encroachment of urban development into or adjacent to such agricultural areas.	All	<u>Staff</u> : Study alternatives and offer recommendations <u>Policy</u> : Determine implementation strategy	B

15. DEVELOPMENT HAZARDS/ENVIRONMENTAL SAFETY

New development should avoid hazardous and sensitive areas, and should occur only where it can be built without risking health and safety. New habitable structures should not be allowed in areas of highest hazard such as floodways, potentially active landslides, fault traces, and airport safety zones. In areas of less risk, development should be limited and designed to reduce risks to an acceptable level. Hillsides should be protected, and development should be precluded on steep slopes; when hillside land is developed, it should appear compatible and be done with minimum disruption of topography and vegetative cover. Natural streamside areas should be left in a natural state.

15.1. Development in hazardous areas should be:

a. kept to a minimum by encouraging low-density, low-intensity uses and the types of uses least disruptive to the soil and vegetative cover;	All	<u>Policy, staff:</u> Review policies and revise for A,D consistency	
b. regulated in such a way that it minimizes disruption of the environment and does not trigger or accelerate the hazardous processes which exist in South County;	All	<u>Policy, staff:</u> Review existing regulations for consistency and applications for consistency	A,D
c. prohibited on existing landslides and limited in areas where such development would initiate sliding or be affected by sliding on adjacent parcels;	All	<u>Policy, staff:</u> Review applications and proposals for consistency	A,D
d. prohibited in areas where increased runoff from the addition of impervious surfaces and drainage would increase the possibility of downslope landsliding, or where additional projects would add to the cumulative effect of increased runoff, unless a downslope drainage improvement plan has been approved; and	All	<u>Policy, staff:</u> Review existing regulations and proposals for consistency	A,D
e. clustered, with dwellings grouped on the least hazardous portion of the property.	All	<u>Policy, staff:</u> Review applications and proposals for consistency	D
15.2. Development in less hazardous areas should be limited and designed to reduce risks to an acceptable level.	All	<u>Policy, staff:</u> Review applications and proposals for consistency	D
15.3. Development in fire hazard areas should be minimized. Actions which increase fire risk, such as increasing public access roads in fire hazard areas, should be avoided because of the great environmental damage and economic loss associated with a large wildfire.	All	<u>Policy, staff:</u> Review applications and proposals for consistency	D
15.4. Development should be prohibited in floodways and regulated in floodplains to minimize flood damage and be consistent with the federal flood insurance program.	All	<u>Policy, staff:</u> Review applications and proposals for consistency	D

	WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
15.5. Development should be limited (in areas to be determined by the County Geologist) along the shores of reservoirs which can be expected to sustain damage from seismically-induced splash waves.	County + Morgan Hill	<u>Policy, staff:</u> Review plan and proposals for consistency	A,D
15.6. The current policy restricting development in areas of poor accessibility should continue. Development should not be allowed in areas where access is provided by a single road that could be damaged by faulting or landslides, or where access could be cut off by wildfires, trapping residents or workers. Development may be allowed in areas where a second improved access road has been provided for emergency escape. Also, alternative north-south access roads should be developed through the South County for use in the event that the South Valley Freeway is damaged in a major earthquake.	All	<u>Policy, staff:</u> Review existing regulations for consistency; review proposals for consistency	A,D
15.7. Natural streamside and riparian areas should be left in their natural state.	Joint + other Counties	<u>Policy, staff:</u> Study appropriate strategy and recommend action consistent with emergency plan	A,D
15.8. Wildlife, rare and endangered plants and animals, and heritage resources should be identified and protected from loss and destruction.	All, Joint	<u>Policy, staff:</u> Identify streamside/riparian areas and policies to protect them	A,D
	All, Joint	<u>Policy, staff:</u> Identify resource areas and strategies to protect them	A,D
Existing development regulations should be continued, with monitoring to determine their effectiveness. Policy changes should be made only after review by all three jurisdictions.			
15.9. Current County policies in regard to management of hazardous areas should be maintained, and all information regarding hazardous areas should be updated to reflect current knowledge. Experience with hazardous areas in South County should be continually monitored to determine if policies and regulations need to be changed.	County	<u>Policy, staff:</u> Review applications for consistency <u>Staff:</u> Review and update information for consistency <u>Staff:</u> Determine if changes needed in existing policy and regulations; monitor for consistency	D A,D A,D
15.10. The Cities and County should enforce and maintain:			
a. current zoning and land development ordinances and policies restricting development on hillsides to low-density, low-intensity uses, and	All	<u>Policy, staff:</u> Review applications and proposals for consistency	A,D
b. strict grading and building regulations to minimize instability of sloping areas and reduce public costs associated with maintaining roads and utilities on unstable slopes.	All	<u>Staff:</u> Enforce regulations to be consistent with recommendations	D

WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
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15.11. Geotechnical investigations should be required on all projects in unstable areas of expansive soils prior to construction to insure that the potential hazards are identified and can be properly mitigated. A contract should be negotiated:

- a. with the State Department of Mines and Geology for completion of a study of the Santa Cruz Mountains from the southern county border to the New Almaden area (approximate cost: \$10,000 per year for 3 years), and
- b. between the Cities and a consulting geologist for the review of development projects in potentially hazardous areas (costs could be covered by a fee to developers).

15.12. A public education program should be initiated which would:

- a. increase awareness of the safety hazards present in South County,
- b. provide information on mitigation techniques, and
- c. strengthen public support for adopted policies which might restrict development in hazardous areas.

All	<u>Policy, staff:</u> Review applications and proposals for consistency	D
County (Indiv. city could share financing)	<u>Staff:</u> Negotiate with DMG for completion of study; determine how long it will take	B
Indiv. City + Private	<u>Policy, staff:</u> Contract for review of projects for consistency; set up fee and administer	A,D
Joint	<u>Policy, staff:</u> Identify appropriate strategy develop and initiate program	A,D

16. OPEN SPACE AND RECREATION

The wide variety of open space areas in the South County should be maintained. Greenbelts should delineate and provide contrast to the urban areas of the South County cities. A system of city and regional parks should be linked by pedestrian ways, trails and streamside park chains. Implementation of the Llagas and Uvas Creeks as major streamside park chains should be actively promoted.

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| 16.1. The South County includes a variety of types of open space areas, including: the Valley floor, stream corridors, lands around reservoirs, lands adjacent to scenic highways, the foothills adjacent to South County, the intermountain valleys, and the mountain areas beyond the foothills. Of these geographic areas, stream corridors and lands around reservoirs should receive highest priority for preservation as open space. | Joint + All | <u>Policy, staff:</u> Review current priorities and revise as needed for consistency;
review proposals for consistency;
review priorities 5 - 10 years to see if they are still appropriate | A
D
C |
| 16.2. Geographic areas which should be considered for the location of future regional parks in South County include: the valley floor, stream corridors, lands around reservoirs, lands adjacent to scenic highways, the foothills adjacent to South County, the intermountain valleys, and the mountain areas beyond the foothills. Of these geographic areas, stream corridors and lands around reservoirs should be given highest priority for future regional park location. | Joint | <u>Policy, staff:</u> Review future plans and develop long-term policy consistent with recommendations;
review proposals for consistency;
Review priorities 5-10 years to see if they are still appropriate | A
D
C |
| 16.3. A system of neighborhood, community, citywide and regional parks should be developed, linked where feasible by pedestrian ways, trails and pathways and streamside park chains. Where appropriate, parks should be located adjacent to other community facilities, such as schools, to optimize the multiple use of public open space facilities. | All, Joint | <u>Policy, staff:</u> Review policies and plans for consistency; revise as necessary;
identify funding sources and alternative joint agency and public/private partnership approaches | D |
| 16.4. A system of scenic roads and trails should be developed linking the urban area with the rural and open space areas. | Joint | <u>Policy, staff:</u> Review and coordinate agency plans, specify implementing strategies | D |
| 16.5. The visual integrity of the scenic gateways to the South County (Pacheco Pass, Hecker Pass, Route 101 south of Gilroy, and the Coyote greenbelt area north of Morgan Hill) should be protected. | All | <u>Policy, staff:</u> Review policies and regulations for consistency; review future proposals for consistency | A,D |

WHO DOES IT? .	RECOMMENDED IMPLEMENTING ACTION	. TIME FRAME
Joint	<u>Policy, staff:</u> Review current plans, regulations and standards for consistency change as needed; review proposals and applications for consistency and review statements	A,B,D
All	<u>Policy, staff:</u> Review policies and future applications for consistency; revise as necessary	A,D
Joint	<u>Policy, staff:</u> Negotiate and adopt agreements; prepare joint specific plans	A,B
All, Joint + Water Distr.	<u>Policy:</u> Review plans for consistency; Prepare specific plans for streamside park chain and implement plans	D
Joint + San Jose	<u>Staff:</u> Study alternatives and offer recommendations;	B
Joint	<u>Policy:</u> Determine implementation strategy <u>Staff:</u> Study area for feasibility (policy necessary to implement any proposed plan)	B

16.6. High priority should be placed on:

- implementation of safe on-road bicycle routes through bike lane striping and signage and widening of roadway shoulders where necessary;
- acquisition of roadside rights-of-way for pedestrian and equestrian trails and pathways and bicycle routes;
- acquisition of streamside areas for pedestrian and equestrian trails and pathways, particularly where the streamside remain in a natural state; and
- implementation of streamside trails in a manner which will respects adjacent private property rights.

16.7. The hillside/mountain areas to the east and the west should be limited to low-intensity rural uses compatible with open space in order to maintain their integrity as the South County's major scenic resource.

16.8. Intergovernmental agreements between the County and the Cities, such as specific plans, should be implemented to address land use and development policies for hillside areas, including the visual effects of hillside development on the ridgelines.

16.9. Streamside, other riparian areas and floodways should be maintained in open space or related open space uses such as wildlife habitat, recreation or agriculture. Implementation of the Llagas and Uvas Creeks as major streamside park chains should be actively promoted.

Greenbelts should define the urban areas of the South County Cities. The northern boundary of Morgan Hill should be defined by a Coyote Valley greenbelt comprised of agricultural uses, rural estates and the Coyote Park chain. A similar area should be maintained between Morgan Hill and Gilroy to maintain community identity.

16.10. A greenbelt should be established between San Jose and Morgan Hill in the Coyote Valley.

16.11. The area between Morgan Hill and Gilroy should be studied for the purpose of establishing a greenbelt with such land uses as low-density rural residential, agricultural activities such as row crops, and recreation areas.

IMPLEMENTATION PLAN

WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
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16.12. The land uses appropriate within a greenbelt should be determined by joint planning activities of South County Cities and the County, and might include:

- a. low-density residential development,
- b. public parks and recreation areas,
- c. privately operated recreation areas,
- d. agriculture, and
- e. other appropriate uses which may be determined.

Joint

Policy: Identify appropriate uses

A

16.13. A variety of open space preservation tools should be used to protect open space in South County, including:

- a. public acquisition,
- b. land use regulation,
- c. planning and urban development policy,
- d. economic incentives to landowners,
- e. open space easements,
- f. transfer of development rights, and
- g. dedication of additional lands upon development.

All

Policy, staff: Review current policies and regulations and amend as needed for consistency; develop new methods as appropriate

A,D

16.14. The recommendations of the Preservation 2020 Task Force should be widely:

- a. disseminated for review and comment by the South County cities and residents prior to their
- b. adoption by the Board of Supervisors.

All

Policy, staff: Cities and other community groups submit recommendations to Board of Supervisors

A

All

Policy: Adoption by Board of Supervisors

A

The South County jurisdictions should pursue further coordinated action as well as effective individual action to achieve successful implementation of the South County's open space and recreation goals and objectives.

16.15. The South County cities should:

- a. avoid the premature conversion of open space lands by planning for orderly, staged urban development;
- b. acquire and develop city and neighborhood parks, providing just compensation for the taking of private lands;
- c. implement portions of trail systems and streamside park chains within their boundaries;
- d. plan and regulate land use to avoid hazardous areas and protect critical natural resources; and
- e. designate future open space areas on their General Plans.

Indiv. Cities

Policy, staff: Review current plans and regulations for consistency; review proposals for consistency; establish policies and determine implementation plans

A,B,D

IMPLEMENTATION PLAN

WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
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16.16. The County should:

- acquire and develop regional parks in the South County, providing just compensation for the taking of private lands;
- plan and regulate land use to protect open space resources and prevent the introduction of uses incompatible with open space resource preservation, within legally permissible limits;
- plan and regulate land use to avoid hazardous areas and protect critical natural resources; and
- continue to provide property tax relief via the Williamson Act to landowners who agree to maintain their lands in open space uses.

County

Policy, staff: Review and revise current regulations for consistency; review proposals for consistency; establish policies and implementation plans

A,B,D

16.17. The South County Cities and the County together should:

- establish policies and implementation plans for greenbelts between cities, and
- identify and help establish a viable source of funding for acquiring and developing regional parks and pathways.

Joint

Policy, staff: Establish policies and implementation plans

A,B,D

17. RURAL/URBAN LAND USE

WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
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The South County jurisdictions should resolve the draft proposal for urban and rural land use policies and standards which has been held for further consideration in the context of a continuing joint County-Cities process. This is necessary because there will be continuing pressure for development of rural unincorporated lands, although the General Plans of the three South County jurisdictions limit land uses in rural areas to rural-residential, open space and agriculture, and specify that urban development shall occur only in cities.

Joint

Policy: Identify appropriate forum and
resolve urban/rural land use policies

A

SPECIAL AREAS/TOPICS

18. San Martin

The future of San Martin should be further clarified with respect to its level of development and form of governance.

If San Martin is to remain a generally low-density rural residential area, current land use and septic regulations should be continued with no lessening of restrictions, and conditions should be monitored to determine if changes are advisable. If an urban future is to be recommended, a wastewater management program should be developed which includes mechanisms for implementation and financing.

IMPLEMENTATION PLAN

WHO DOES IT? . RECOMMENDED IMPLEMENTING ACTION . TIME FRAME

18.1. If San Martin is to remain a generally low-density rural residential area, current County land use and septic system policies should be continued with no lessening of restrictions.	County	<u>Policy:</u> Continue	D
18.2. Land uses generating discharges which are high in volume or high in nitrates, organic materials or other problem chemicals should be restricted.	County	<u>Policy, staff:</u> Review proposals for consistency	A,D
18.3. Existing County policies regarding the density of development and the discharge of wastes should remain in effect.	Joint	<u>Policy:</u> Maintain current policy and determine if and when policy to be revised	D,C
18.4. Groundwater and surface water quality conditions in the San Martin area should be monitored to determine if changes in current policies regarding septic systems and land use are needed.	County	<u>Staff:</u> Determine if additional monitoring needed	A,D
18.5. If higher intensities of development are recommended for San Martin, proposals should be prepared regarding a wastewater management system for the area and how it should be organized.	County (unless agreement between cities)	<u>Staff:</u> Study and recommend	B
18.6. Funding alternatives for financing the rehabilitation of existing water distribution facilities in San Martin should be explored.	County	<u>Staff:</u> Study funding alternatives possible implementation plans (policy)	B
18.7. All future County facilities located in San Martin should be designed, landscaped, and maintained to be compatible with their surrounding environment.	County	<u>Policy, staff:</u> Establish design standards; review new facilities for consistency	A,D
18.8. Existing County facilities in San Martin should be reviewed to ensure compatibility with their surrounding environment.	County	<u>Policy, Staff:</u> Establish design standards; review existing facilities for consistency	A
18.9. Development around the South County Airport should adhere to Airport Land Use Commission (ALUC) Policies.	County + Private	<u>Policy:</u> Adhere to current policies; review new policies for consistency	D

San Martin should remain an unincorporated, predominantly rural-residential community governed by the County Board of Supervisors until the issues of its future level of development and form of governance have been resolved by community residents, the County, the Cities, and affected special districts.

18.10. The Local Agency Formation Commission (LAFCO) should continue to exclude San Martin from the Spheres-of-Influence of Morgan Hill and Gilroy until the issues of San Martin's future level of development and form of governance are resolved.

LAFCO	Policy: Continue Staff: Monitor proposals for future development and governance of San Martin	D,C D
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18.11. While San Martin remains unincorporated, the Cities of Gilroy and Morgan Hill should continue to provide LAFCO and the County with constructive comments on decisions and policies relating to San Martin.

Indiv. City	Policy: Continue	D
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18.12. The South County Cities and the County should explore possibilities for resolving San Martin's issues and problems through formal intergovernmental agreements.

Joint	Policy, staff: Identify issues and alternatives; seek to mitigate problems	A,B
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18.13. The existing County General Plan policies regarding development densities and the location of commercial and industrial uses in San Martin should remain in effect until a special area plan and an implementation program for San Martin have been developed and adopted.

County	Policy: Continue current policies until specific plan and implementation program developed and adopted	D,C
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18.14. A study of the potential costs and impacts associated with each of the future governmental alternatives for San Martin should be conducted. These alternatives should include: incorporation, creation of sanitation or other service districts, and establishment of a municipal advisory council. The findings of the study should be disseminated widely throughout the San Martin area prior to any decisions regarding its future governance.

County	Staff: Study alternatives and impacts; Circulate findings for consistency	B
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18.15. Once the issues of San Martin's future governance and level of development have been resolved, a special area plan and an implementation program should be prepared for the San Martin area. This plan should be prepared with input from the Cities of Gilroy and Morgan Hill.

Joint	Policy, staff: Monitor proposals for future development and governance; preparation of special plan and implementation program	D,C
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19. Coyote Valley

Anticipated impacts on the South County resulting from development in Coyote Valley should be reviewed and addressed by the affected jurisdictions, both individually and through cooperative action.

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| 19.1. Staff of the Cities of Morgan Hill and Gilroy, the County and the School Districts of Morgan Hill and Gilroy should meet periodically with the staff of the City of San Jose to determine the impacts of Coyote Valley development on the South County and to recommend appropriate responses for each jurisdiction. | Joint + San Jose + School Districts | Staff: Set up period and meeting schedule; determine nature of impacts and appropriate response policy requires to implement appropriate response | A,D |
| 19.2. Specific attention should be given by the jurisdictions to identify appropriate mitigations to impacts on the education/school system, since quality of education is a primary objective of the South County community. | Joint + San Jose + School Districts | Staff: Identify impacts and mitigation measures;
Policy: Take appropriate action to mitigate any impacts which occur | D |
| 19.3. The jurisdictions should develop a plan and specific measures for preserving a major greenbelt area between San Jose and Morgan Hill. | Joint (County/ Morgan Hill/ San Jose) | Policy, staff: Study, develop and implement consistent plan | A,B |
| 19.4. LAFCO in reviewing proposed actions in the Coyote Valley should consider jobs/housing balance, school impaction, and implementation of the Coyote Greenbelt. | LAFCO | Policy: Establish policies for reviewing proposed plans; review proposals for consistency | D |
| 19.5. The County should proceed to implement its Monterey Road policy in the Coyote Valley to upgrade or abate the existing uses. Careful attention should be given to any use being considered in the proposed Coyote Greenbelt area. | County | Policy: Continue
Staff: Review proposals for consistency | D |

20. Truck Stops

Given their demand for higher levels of police and fire protection, and the nature and range of activities they generate, truck stops should be located within cities and near major truck routes. Proposals to develop truck stops should be evaluated for a variety of locational, environmental, fiscal, and safety-related considerations.

20.1.	Given the need for sewer facilities and higher levels of police and fire protection, truck stops should be located within cities.	Indiv. Cities	<u>Policy</u> : Continue	B
20.2.	Proposals to develop truck stops should be evaluated for: <ul style="list-style-type: none"> a. access from major highways, b. compatibility with existing or future adjacent land uses, c. potential safety hazards, d. potential impacts on groundwater and surface water quality, e. environmental constraints, f. public costs and revenues related to the proposal, g. availability of other truck serving facilities in Santa Clara County and neighboring counties, h. growth inducing impacts, and i. proximity of the project to major trucking routes and the project's ability to provide services to the maximum number of truckers. 	All	<u>Policy, staff</u> : Develop criteria for review of proposal consistent with recommendations; review proposals based on policy	A,D
20.3.	The draft policies contained in the Appendix A to the <u>Truck Stop Siting</u> report (and as Appendix C to this report) are recommended as a guide for the evaluation of truck stop proposals. These draft policies should be referred to appropriate agencies and organizations for their review and comment.	All	<u>Staff</u> : Refer draft policies for review and comment	A
20.4.	The Committee's recommended policies and criteria for the evaluation of proposed truck stop development in South County should be reviewed and adopted by the three jurisdictions.	All	<u>Policy, staff</u> : Schedule review, coordinate adoption.	A
20.5.	Those truck stops which are allowed within the cities of the South County should be located near major trucking routes in an area which will serve the maximum number of truckers, thereby minimizing the need for additional truck serving facilities and minimizing the impacts of truck traffic on the community.	Indiv. Cities	<u>Policy</u> : Review and revise policy and regulations to be consistent	A

21. POTENTIAL INTERGOVERNMENTAL AGREEMENTS

- 21.1 The South County Cities and the County should continue to build upon their existing agreements and work in concert with neighboring jurisdictions, school districts and agencies in order to further the coordination and cooperation which has already begun.
- 21.2 The South County Cities and the County should:
- Review and prioritize the recommendations of the South County Joint Planning Advisory Committee, with particular attention to those recommendations requiring joint action in order to identify which are appropriate for intergovernmental agreements.
 - Review the various available types of intergovernmental agreements and proceed with those agreements which are determined to be appropriate.

IMPLEMENTATION PLAN

WHO DOES IT?	RECOMMENDED IMPLEMENTING ACTION	TIME FRAME
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Joint + other agencies	<u>Policy, staff:</u> Establish continuing South County planning process; identify common and diverging interests; identify trade-offs, negotiate agreements and joint ventures	A,D
All + Joint	<u>Policy, staff:</u> Direct staffs to review Implementation Action Plan to identify appropriate individual agency and joint agency actions to be recommended for 1st and 2nd year implementation; Draft Memoranda of Understanding (MOUs), joint powers agreements, or other appropriate agreements. Implement approved agreements	A

22. PLANNING IMPLEMENTATION AND CONTINUITYWHO DOES IT? . RECOMMENDED IMPLEMENTING ACTION. TIME FRAME

The South County Joint Planning Advisory Committee was formed by Santa Clara County and the Cities of Gilroy and Morgan Hill to initiate joint planning for the South County. In order to assure an optimum level of community development and quality of life for South County residents, the Committee has developed a range of recommended policies and an action plan for their implementation. Many of the recommended policies will require some degree of coordinated or concurrent action for effective implementation. To facilitate this coordination, a process for joint review and adoption of the recommended policies and the action plan has also been suggested.

Recognizing the ongoing need for cooperative planning in South County, the Advisory Committee has recommended continuation of the joint planning process. The successor committee should address the range of issues which were not included in the Advisory Committee's original charge and should monitor the progress of the joint implementation action program. It will also provide a forum for joint problem-solving between South County jurisdictions and residents.

Recommended Process for Joint Cities/County Review and Adoption

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|--|-------|---|---|
| 22.1. Upon receipt of the Advisory Committee's report, each City and the County should start a period of review by public agencies, community organizations and the general public, including the San Martin community. | All | Policy: Implement as recommended;
Distribute final report | A |
| 22.2. During the process of review and recommendation by the Planning Commissions, the City Councils and the Board of Supervisors, each should determine which recommendations it considers acceptable for joint adoption and which require reconsideration. Those recommendations which are judged acceptable for joint adoption should be referred to the Planning Commissions for initiation of general plan amendments, including the state-mandated environmental review, as appropriate. | All | Policy, staff: Make determinations and
undertake adoptions as recommended | A |
| 22.3. The recommendations which are judged unacceptable should be referred to the Joint Planning Advisory Committee for reconsideration or to some other interjurisdictional process for negotiation and resolution. | Joint | Policy, staff: Identify appropriate forum
and refer policies for negotiation and
adoption | A |

Concurrent Process for Agreement on Implementation Action Plan

- 22.4. In its report, the Advisory Committee will include an Implementation Action Plan, recommending specific actions to be taken by each jurisdiction to implement the recommended policies.
- a. Upon receipt by the jurisdictions, this section of the report should be referred to the staff of each jurisdiction for the preparation of recommendations regarding:
 - 1) feasible priorities and schedules relative to available agency resources and other program considerations, and
 - 2) the form of appropriate intergovernmental agreements for joint implementation (if any are to be recommended), such as memoranda of understanding, joint powers agreements, joint specific plan projects, contracts, etc.
 - b. The staffs of the three agencies should coordinate their review so that their recommendations will address those implementations requiring joint agency actions.
 - c. It may be desirable to refer staff recommendations regarding priorities and the scheduling of intergovernmental agreements to the Planning Commissions and other appropriate agencies for review and comment.
- 22.5. A final recommended action program should be presented to the legislative bodies so that they can approve schedules of implementing actions which reflect appropriate joint and individual actions by the Cities and the County.
- 22.6. Based on the approved action program, the three jurisdictions, with other agencies as appropriate, should identify and enter into those intergovernmental agreements which they determine to be necessary to implement joint policies.

All	<u>Policy:</u> Refer implementation plan to staff <u>Staff:</u> Review recommendations for consistency; identify priorities, schedules and recommend agreements	A A
Joint	<u>Staff:</u> Set up process and schedule for joint review	A
All	<u>Policy:</u> Refer staff recommendations to Planning Commission for review	A
All	<u>Policy:</u> Review and adopt final Implementation Action Plan based on staff's recommendations and community input	A
All, Joint	<u>Policy:</u> Negotiate and implement agreements	A,B

IMPLEMENTATION PLAN

WHO DOES IT? . RECOMMENDED IMPLEMENTING ACTION . TIME FRAME

Continuity of Current Program

- 22.7. The South County Joint Planning Advisory Committee should continue with its current membership until the County and the two Cities have concluded their action on the Committee's recommendations, including adoption or other disposition of the recommended policies and joint agreements on an implementation program.
- 22.8. Upon completion of its recommendations, the Advisory Committee should recess to allow for community review of its report and consideration by the Planning Commissions and legislative bodies of the sponsor jurisdictions.
- 22.9. The Committee should reconvene in the Fall, 1986, to review the progress of the sponsors in acting on the recommendations and to advise on proposed general plan amendments. Unless the sponsors choose other methods for negotiation and resolution, the Advisory Committee should be prepared to reconsider recommendations which, in their present form, cannot gain joint acceptance .
- 22.10. The Committee should be permanently adjourned after the sponsors take appropriate action on the recommendations and a joint program for implementation.
- 22.11. No major new planning issues should be addressed until the Cities and the County have demonstrated their commitment to act on the current recommendations.

Advisory Committee	Monitor Cities/County progress; meet as needed	A
Advisory Committee	Done	A
Advisory Committee	Meeting Set for October 9	A
Joint	Policy, Committee: Review progress regarding actions on recommended policies and Implementation Action Plan	A
Joint	Policy, Committee: Defer starting new joint planning projects until appropriate actions taken on current recommendations	A

Future Joint Planning

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| 22.12. The South County Cities and the County should continue to build upon their existing agreements and work in concert with neighboring jurisdictions, school districts, and agencies in order to further the coordination and cooperation which has already begun. | Joint | <u>Policy, staff:</u> Combine existing joint efforts A,D and undertake new drafts and appropriate | |
| 22.13. An ongoing Joint Planning Advisory Committee, composed of officials and citizens from the three jurisdictions, should be established after the present Committee is permanently adjourned. The new committee should: | Joint | <u>Policy, staff:</u> Determine organizational format and charge for ongoing program; implement upon completion of current phase | A |
| a. serve as a forum where the local governments, the districts and the residents can work together to solve common problems and to recommend agreement on community objectives and the actions required to accomplish them, | | | |
| b. make recommendations on matters referred by the sponsoring jurisdictions and identify issues to be brought to the sponsors for consideration, | | | |
| c. address issues which were not addressed within the original charge of the first project, and | | | |
| d. advise on the progress of the sponsors' joint implementation programs. | | | |
| 22.14. Each year the Committee should have an agenda limited to a very few high priority topics that may be resolved within a year's schedule, and it should be charged to recommend topics to the sponsors for consideration in th next year's agenda. Staff should be provided by participating agencies as appropriate to the topics in the annual work program. | Joint | The Cities and the County adopt an annual charge to its joint planning program | D |

Section 7

Appendices and Maps

APPENDIX A

BACKGROUND FOR PLANNING: SOUTH COUNTY OVERVIEW

APPENDIX A

BACKGROUND FOR PLANNING: SOUTH COUNTY OVERVIEW

The charts and maps in this section summarize information used in the planning study and upon which many of the preliminary findings and recommendations are based. The charts present information about the South County's present and forecasted population and employment. They indicate the South County's human resources and aspects of the community where care may be advisable to assure that the benefits of the future can be widely enjoyed and the costs can be equitably distributed. The maps show the present governmental framework for planning and the environmental setting in which growth is proceeding. They show resources which should be cared for and areas of constraint where care should be taken. Copies of the reports from which this information is summarized are available from the County Planning Office.

1980 POPULATION: Chart #1

In 1980 the South County's 55,000 residents were about equally divided among the three jurisdictions, Morgan Hill, Gilroy, and the unincorporated area of the County. About half of the unincorporated population lives in the San Martin Area between Maple and Masten Avenues.

PROJECTED POPULATION: Chart #2

Santa Clara County in 1980 had the Bay Area's largest population. It is expected to continue growing, spurred by its increasing employment. With ample industrial land to accomodate the industrial growth, population growth will be limited by the supply of housing. As North County space is filled, increasing growth pressure can be expected in South County, especially after the sewage treatment plant is expanded. How best to deal with this growth pressure and how to assure an optimum quality of life are central issues in planning for South County.

PROJECTED EMPLOYMENT AND HOUSEHOLDS: Chart #3

Presently over half of South County residents work elsewhere, mostly in the North County. The Association of Bay Area Governments' (ABAG) forecasts assume more rapid employment growth in South County than residential growth, partly because of sewer constraints and local policies. If this occurs, the pressure for housing development will increase. In fact, ABAG assumes that the pressure would be so great that the local control measures would be changed sometime about 1995 to allow residential development to accelerate. The balance of jobs to housing is a concern of the Advisory Committee because if jobs develop much faster than housing, housing prices will continue to inflate, causing hardship to low income households, and larger numbers of workers will commute into the area from elsewhere, requiring additional transportation facilities with related impacts.

COST OF FACILITIES PER STUDENT: Chart #4

One concern of the Advisory Committee is what new facilities would be needed to accommodate the forecast growth. Sewer treatment and transportation are obvious examples of infrastructure which need careful planning. New schools will also be needed if the quality of education is to be maintained. It is estimated that the increase in K-12 students will about equal the number of new households . This chart shows that the cost of facilities for a new student is about \$9,100. Chart #3 shows that about 23,000 new households - and students - are forecasted by 2005. The Advisory Committee has adopted findings and recommendations regarding the planning and funding of new schools.

COMMUNITY CHARACTERISTICS: Charts #5 to 10

The community is responsible for creating an environment which will support the effectiveness of individuals and families, now increasingly headed by single persons. The community meets its responsibility by regulating the construction of the physical environment and by promoting the basic services and facilities which, with the environment, support or frustrate our efforts for effective lives.

South County is a community of communities, including the two cities of Morgan Hill and Gilroy, the unincorporated San Martin area, and the other unincorporated areas. While they share the same valley environment and the same challenges for the future, they have characteristics that make them unique.

The City of Morgan Hill and its surrounding unincorporated area are located nearer to the North County and are becoming more closely integrated into the mainstream economy of Santa Clara County. A larger proportion of Morgan Hill workers commute to jobs in Silicon Valley. They have higher incomes, the higher education that such jobs require, and they endure longer commutes in order to enjoy the small town and rural lifestyle that South County offers. They are mostly new residents and are the main element of Morgan Hill's growth, having joined Morgan Hill's core of long-time residents. Morgan Hill's population is now almost the size of Gilroy's.

The City of Gilroy, more to the south but now readily accessible to the north valley by freeway, has begun to experience some of the influx of residents and businesses. Originally twice the size of Morgan Hill, it has remained an economic and community center for its surrounding region. More of Gilroy's residents work closer to home, and there is a smaller proportion of upper-income and higher educational level residents. When the sewer capacity is expanded, Gilroy can expect population and employment changes related to its increased accessibility to Silicon Valley as well as its access to the Hollister-Salinas-Monterey Bay areas.

The unincorporated San Martin area, just south of Morgan Hill, is home to a variety of households including long-term residents and recent arrivals. Those with higher incomes generally live in new houses on larger acreages in the outlying areas and foothills. Many of them commute to jobs in Silicon Valley. A third of the population is Hispanic. These residents generally have lower incomes and live in the older, smaller houses in the central area.

The Hispanic population, historically a significant element of California life, is a larger proportion of the South County population than of the County as a whole. For a variety of reasons, Hispanics as a group have often had lower income and education. This is reflected in the community statistics in South County. Agriculture and related activities in the rural area have always provided employment for residents and immigrants with lower education, but at generally lower pay.

Families in South County are larger and have more young people than Santa Clara County as a whole, perhaps for several reasons. Rural families tend to be larger than urban families. The new South County residents tend to be families which have moved there to enjoy the amenities they consider favorable to youth. The Hispanics, both long-term and recent, traditionally have larger families with more children.

Households headed by women tend to have lower incomes. This is reflected in the community statistics, which show a larger proportion of such households in South County living below the poverty level. The consequence is that a larger proportion of South County children are being raised in difficult circumstances.

AGE GROUPS: Chart #11

Each age group offers unique opportunities and needs certain environmental conditions with appropriate community services and facilities in order to realize its potential. Chart #11 shows the number of people in each age group expected to live in South County in 2005.

Children need to play, to learn, to expand their responsible self-reliance, to develop job skills and become effective community citizens. Working age people need opportunities for employment within a reasonable commute, meaningful recreation, community participation and citizenship, the development of relationships, support in sustaining their families, and preparing for the changes inevitable in life, such as retraining for job skills. Senior citizens need an environment compatible with their changing capacities, opportunities for friendship and community participation, with mobility and access to community activities and services. Everybody needs housing they can afford, clean air and water, health and other services at times of illness or disability, and a natural and community environment that enhances their spirit and promotes their efforts to realize their full human potential.

The proportions of these population groups will change as the population grows. ABAG forecasts that the South County population will more than double by 2005, mostly by immigration. As that happens the South County population will more closely resemble the County as a whole. However, as new residents move in, most of the present residents will want to continue on to share in the future. It will be a challenge to use the process of change to improve conditions for the present population, rather than obscure and ignore their condition in the changing statistics of growth.

EXISTING PLANS: DEVELOPED LAND AND LAND AVAILABLE: Charts #12-17

In 1980 both the cities of Morgan Hill and Gilroy had developed about the same proportion of their long term land use plans, with about 70% of their planned residential and employment areas available for future development. If the ABAG forecasts are realized, the forecasted growth to 2005 can be accommodated within the existing general plans, but with an estimated surplus of 16,000 jobs over the number of resident workers. In 2005, Morgan Hill would have available about a half year's supply of industrial employment and five years' supply of residential land. Gilroy would have 14 years' supply of industrial land and one year's supply of residential land.

Chart #17 shows that over 20,000 acres of unincorporated rural land will not be needed for urban development to 2005. Agriculture is recommended as the best use for that land.

EXISTING DEVELOPMENT AND JURISDICTIONS: MAP #1

This map shows the jurisdictional areas of the South County and developed and undeveloped lands within them. All lands within the city limits of Morgan Hill and Gilroy are shown as developed lands inside city limits or undeveloped lands inside city limits. The Urban Service Area limit is indicated for each city. It includes unincorporated lands which are committed to annexation by the city, with the approval of the Local Agency Formation Commission (LAFCO), based on the city's capacity to provide all necessary urban services facilities and utilities to the area. The Sphere of Influence boundary, which has also been approved by LAFCO, generally indicates the limits of presently planned expansion of the city.

The map shows developed lands in San Martin. These are unincorporated lands which have been divided into about five acres or smaller so that no further land divisions are allowable under the five-acre minimum lot size designated by the County for the San Martin area.

The County has defined the San Martin area to include the unincorporated community of San Martin, centered on San Martin Avenue between Monterey Road and the freeway, and including the rural lands between Maple Avenue to the north and Masten Avenue to the South. Because of ground water problems and the use of septic systems for sanitation, as well as the desire for a low cost level of services, the County has designated the

area "Rural Residential" with a five acre minimum lot size. Low intensity commercial and industrial land uses which serve the local community may be approved in the Monterey Road-San Martin Avenue use permit area, but protection of groundwater must be assured.

The rest of the unincorporated valley floor is generally designated by the County as "Agriculture, Large Scale" (40 acre minimum lot size), or "Agriculture, Medium Scale" (20 acre minimum lot size). There are a few pockets of "Rural-Residential" in the Watsonville Road area. The hillside-mountain areas are designated "Hillside" or "Ranchlands."

This map does not show scattered areas of residential or other non-agricultural land uses located in the unincorporated areas, outside the cities and the San Martin area.

GEOLOGIC HAZARDS AND CONSTRAINTS: MAP #2

This map shows geologic and seismic hazards and constraints to development--those areas where construction requires increasing caution and may be infeasible. Any areas where these characteristics combine are likely to have increasing problems.

The 15% slope line is generally the beginning of the hillside areas where construction precautions are necessary.

The area of 30% or greater slope is an area where construction is very difficult and now precluded.

The soil creep areas are those where the soils are unstable. Depending on wetness, clay content and other characteristics, these soils become increasingly prone to movement with steeper slopes. Construction in these areas requires special precautions and may be restricted.

The fault zones are those earthquake fault areas designated under the Alquist-Priolo Act which requires identification of faults where construction is dangerous and may be prohibited.

WATER HAZARDS AND CONSTRAINTS: Map #3

This map shows water-related hazards and constraints to development.

Flood risk areas are the most pervasive water-related hazard areas. The areas mapped here are those of greatest flood risk where damage would result from a serious flood. In such areas, development requires certain precautions.

For designing flood control projects, two flood standards are used. One is the "one hundred year flood" or "1% flood." It is the flood of a severity that can be statistically expected once in a hundred years. In fact, it may occur in two consecutive years or twice in a decade. It may be thought of as the very serious, infrequent flood. The second standard frequently used is the "standard project flood", which is slightly larger than the "1% flood." This map uses both standards. The flood area shown for the Llagas Creek is based on "the 1% flood standard; the flood area shown for the Uvas Creek is based on the "standard project flood."

Areas protected by planned projects are indicated for the areas which now flood but which will be protected by completion of the two funded South County flood protection projects--one on the Llagas Creek, the other on the Uvas-Carnedero Creeks. It should be noted that the flood projects now being built are designed to protect only those areas where urban-level development already exists or has been planned. Rural areas are not protected, since they are considered to constitute less risk.

The floodways show the Llagas and Uvas Creek channels as designated by the National Flood Insurance Program or by the Santa Clara Valley Water District for areas outside the federal study area. They are repeatedly subject to flooding, and construction is not permitted near them. They are often the areas of streamside habitat and may be appropriate for protection and recreational use.

This map does not show the more frequent storm drainage problem prevalent in South County, which can be called "ponding." Because of flatness and poor drainage, many areas of the South County frequently suffer the ponding of storm waters for several days after the storm.

High groundwater is another common water-related problem. In areas where ground water is within three feet of the surface, several problems result. First, the inability of septic systems to function threatens contamination of groundwater. Septic systems require generally dry soils for proper biological conversion of the wastes. Further, saturated soils retard absorption of the effluent. Saturated soils are a serious problem for sewage treatment plants, which must dispose of large volumes of effluent. This has been the most serious problem facing the Gilroy-Morgan Hill waste water treatment plant. Also, in some areas, high groundwater can contribute to soil instability for construction.

Rapid Percolation Soils are sandy, gravelly soils that allow very rapid percolation of surface water into the underground water and are therefore areas of high pollution risk. Septic effluents in these areas may quickly reach the deeper groundwater reserves without the biological processing provided by soils with slower percolation rates. Also hazardous materials spilled in these areas may quickly reach and contaminate ground water.

RESOURCE AREAS: MAP #4

This map shows agricultural soils and other areas which may warrant special protection. Class I and II soils are those with soil characteristics which, in combination with climate and water, offer the greatest variety and productivity to agriculture. Class III soils may be somewhat more limited in some regards, but are still productive and may indeed be superior for some specialty crops such as wine grapes, which may thrive in Class III soils.

Rapid percolation areas have soils which permit rapid percolation of surface water into the underground water. These areas make possible the recharge of the underground water on which the entire South County now depends. In fact, all of the South County's water is drawn from the ground via wells. As water use grows in South County, it will probably become increasingly necessary to percolate surface water to recharge the underground water pool.

Streamside habitat areas are those "riparian corridors" along natural streams where a variety of vegetation and wildlife thrive. They are oases of water and life for the animals and birds that wander the drier grassy fields and hillsides. The streamsides are the home and refuge for the varieties of trees, plants and animals which must live close to water or moisture. To humans the streams offer a special kind of variety and beauty in the landscape. As urban development spreads, they are most vulnerable to destruction, but, if carefully protected and integrated, they can enrich the urban scene with unique beauty and variety. With the proper treatment, they can provide visual links, and with suitable walkways, even physical links with the natural areas surrounding the community.

SOUTH COUNTY POPULATION - 1980

SOURCE: 1980 CENSUS

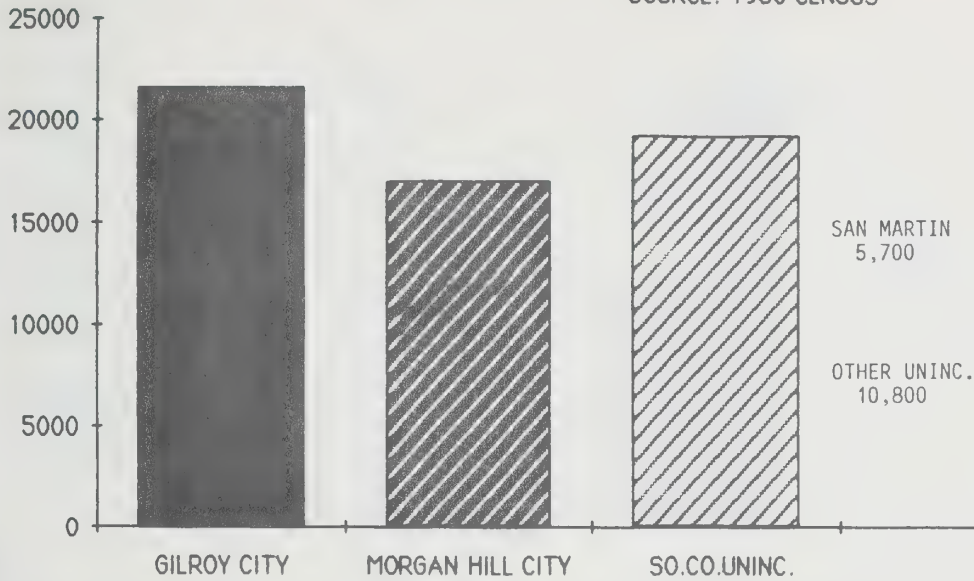
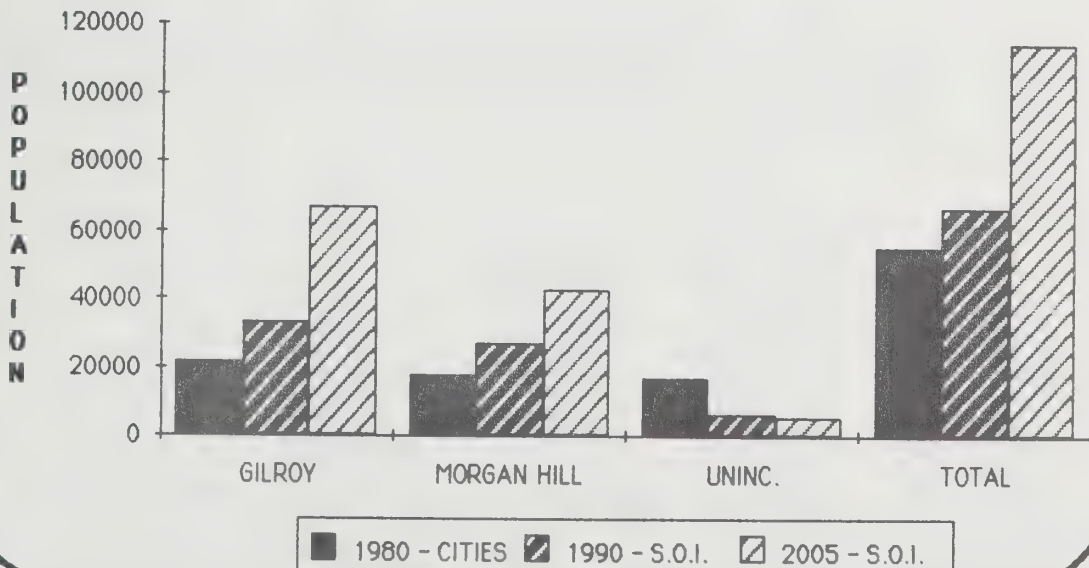


Chart #1

SOUTH COUNTY PROJECTED POPULATION *



*ABAG forecasts are for city Spheres of Influence, which presently include unincorporated areas. It is expected, however, that the forecasted development will take place within the cities' jurisdictions in order to have access to sewers. Sphere of Influence is defined by LAFCO as a city's long-term growth area and is generally equivalent to the city's general plan area.

Chart #2

SOUTH COUNTY PROJECTED HOUSEHOLDS AND EMPLOYMENT

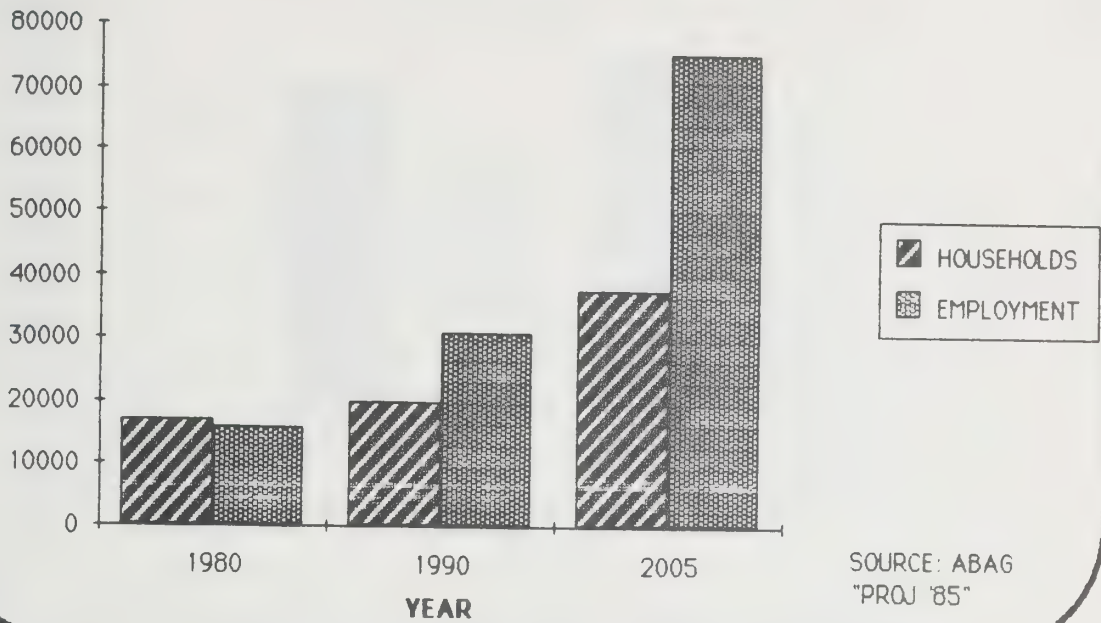
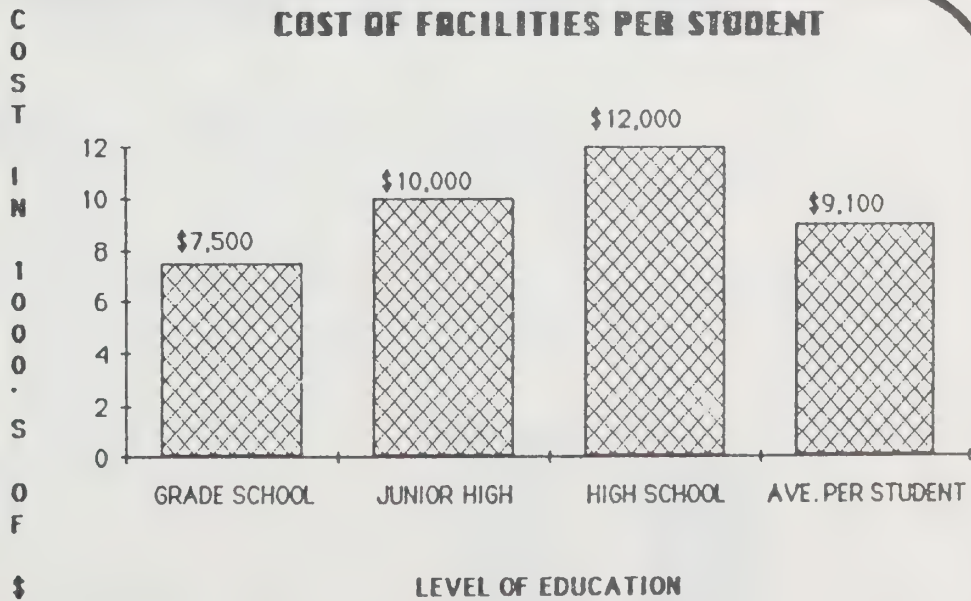


Chart #3

COST OF FACILITIES PER STUDENT



SOURCE: EDGROUP

Chart #4

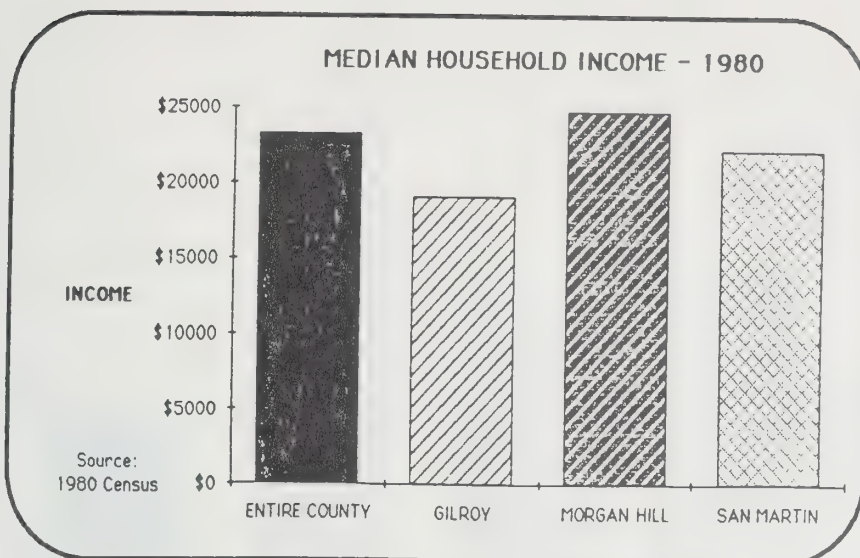


Chart #5

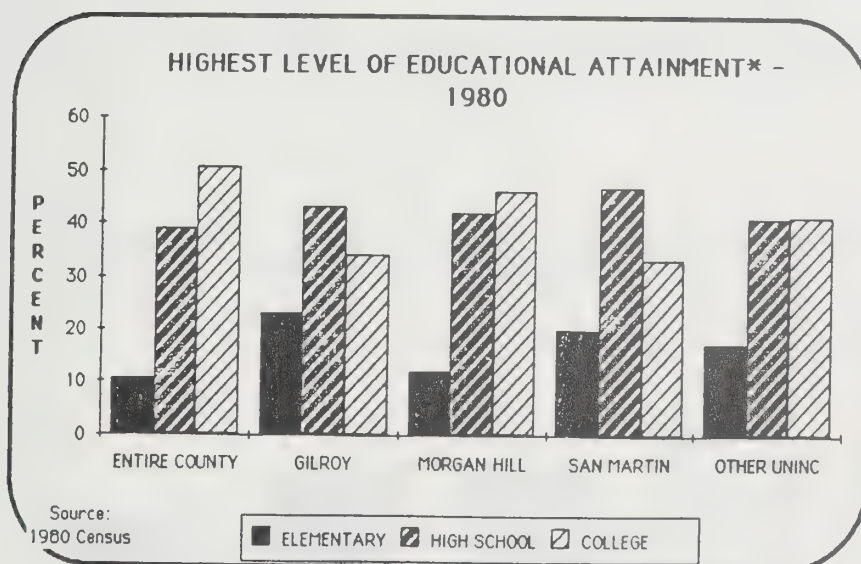


Chart #6

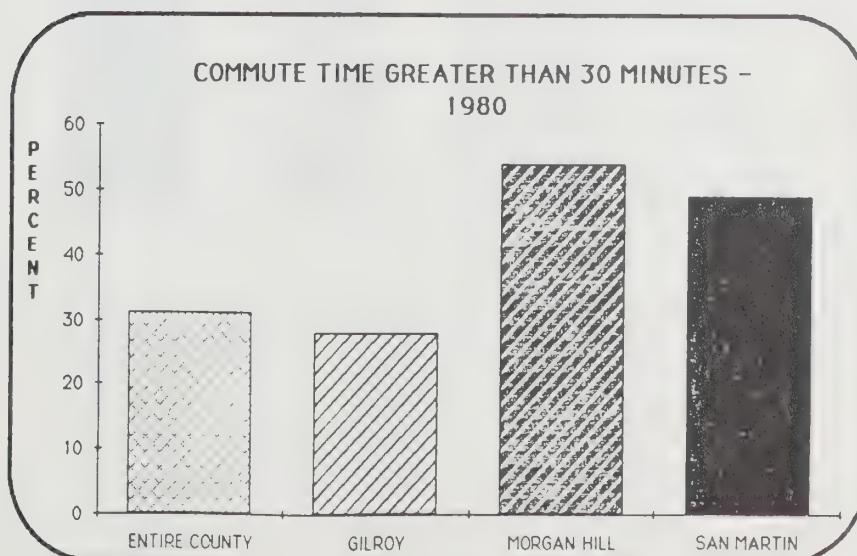


Chart #7

SPANISH ORIGIN - 1980

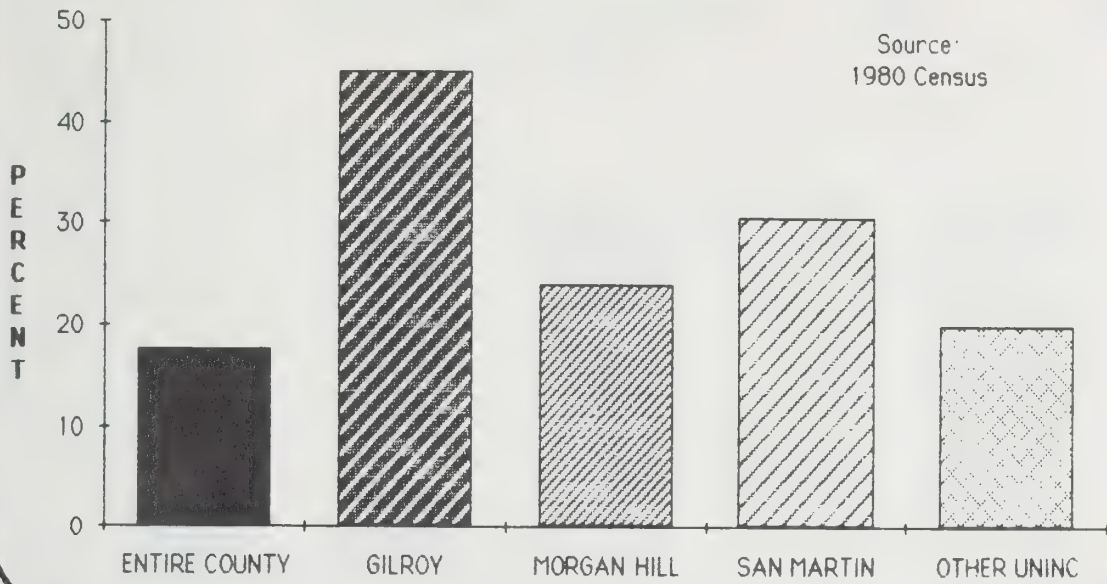


Chart #8

PERSONS PER HOUSEHOLD - 1980

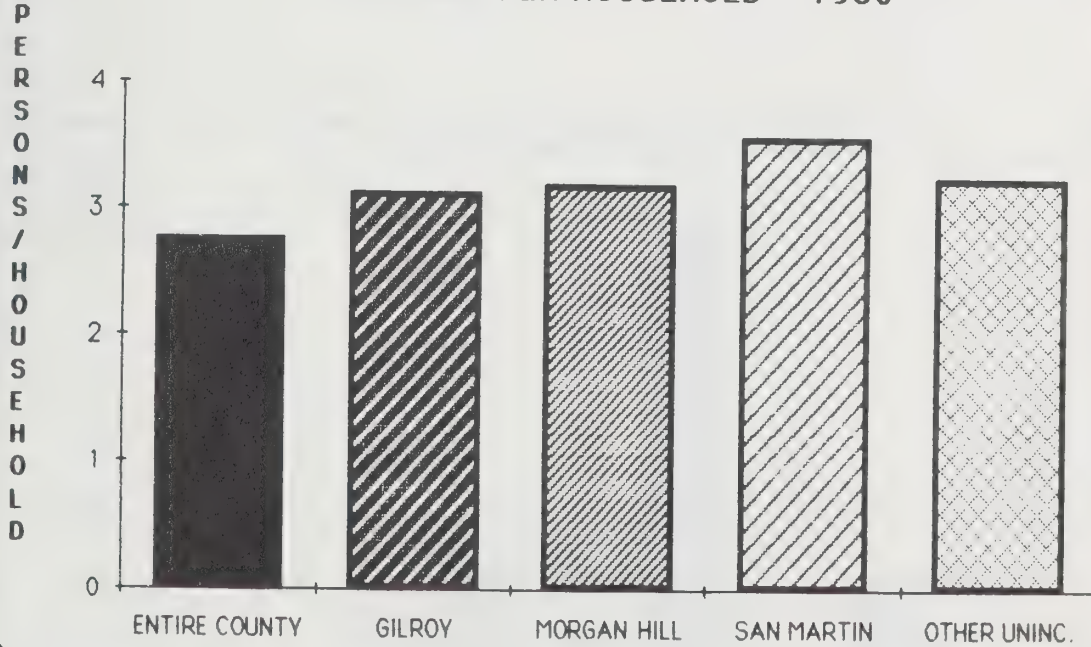


Chart #9

FEMALE HEADED HOUSEHOLDS - 1980

BELOW POVERTY LEVEL

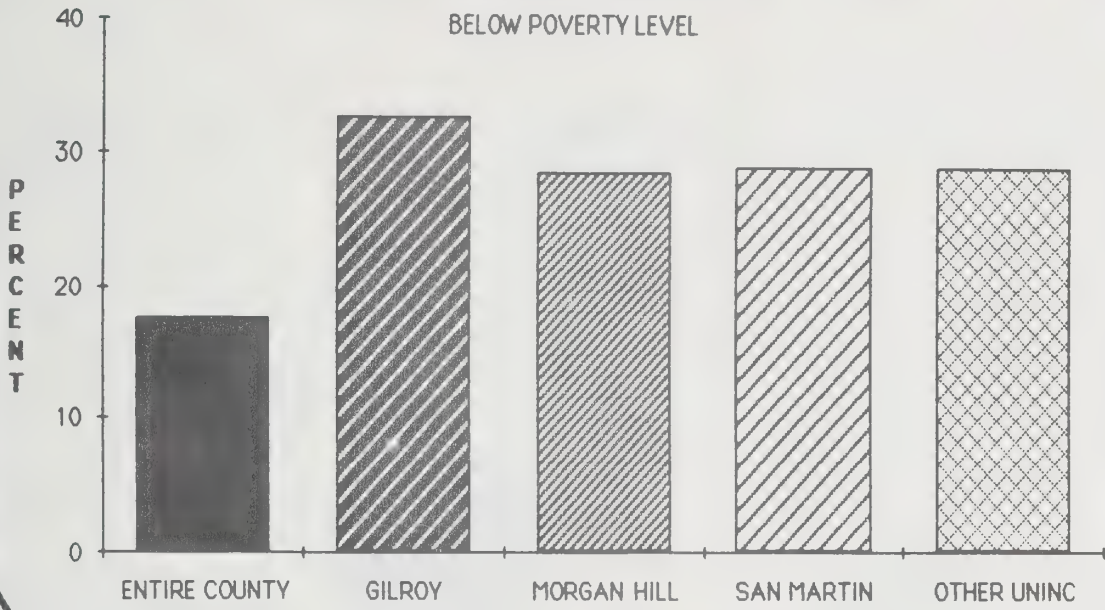


Chart #10

SOUTH COUNTY AGE DISTRIBUTION

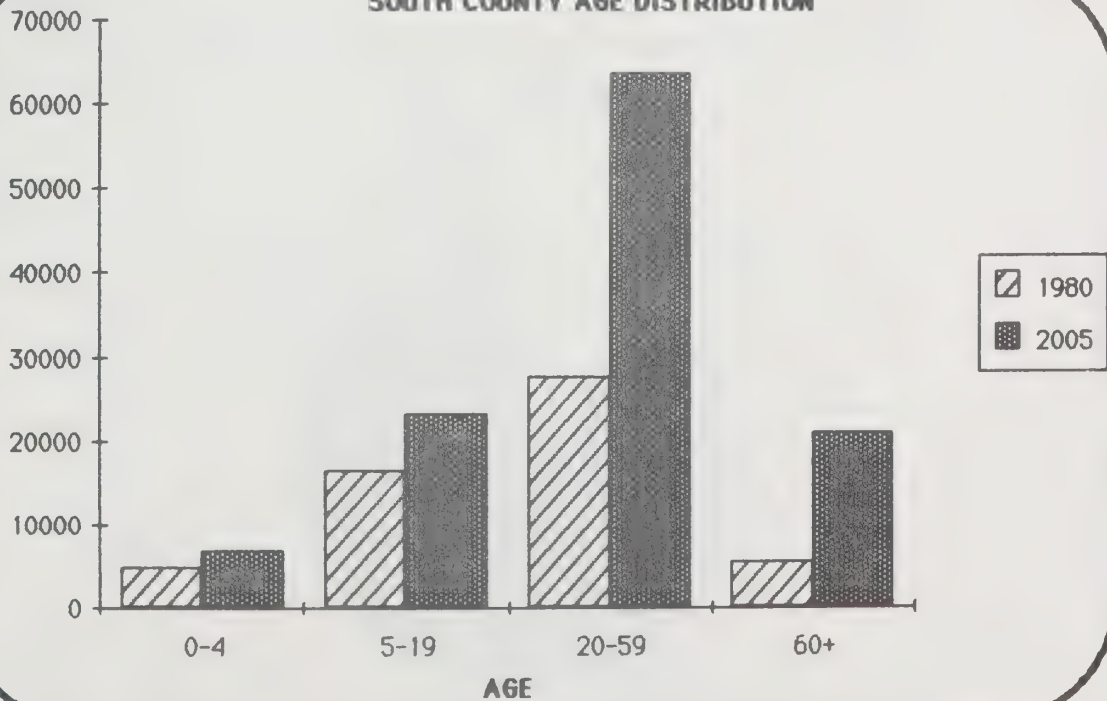


Chart #11

MORGAN HILL

LANDS PLANNED AND AVAILABLE FOR URBAN DEVELOPMENT

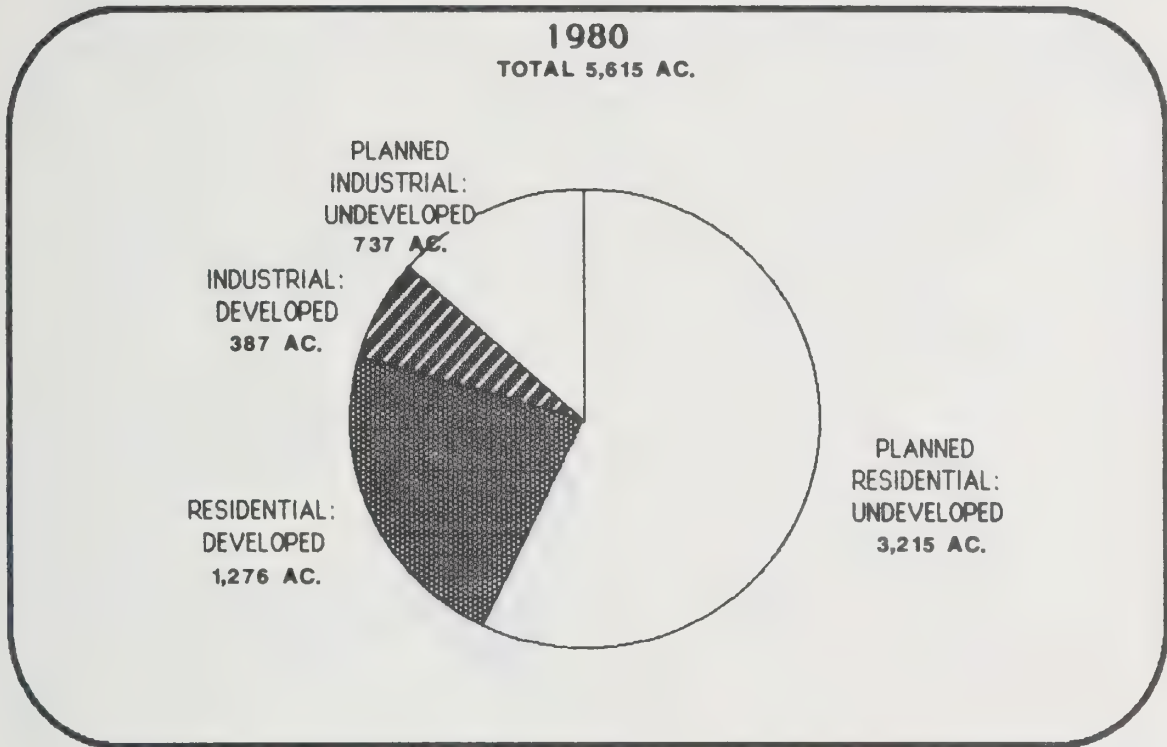


Chart #12

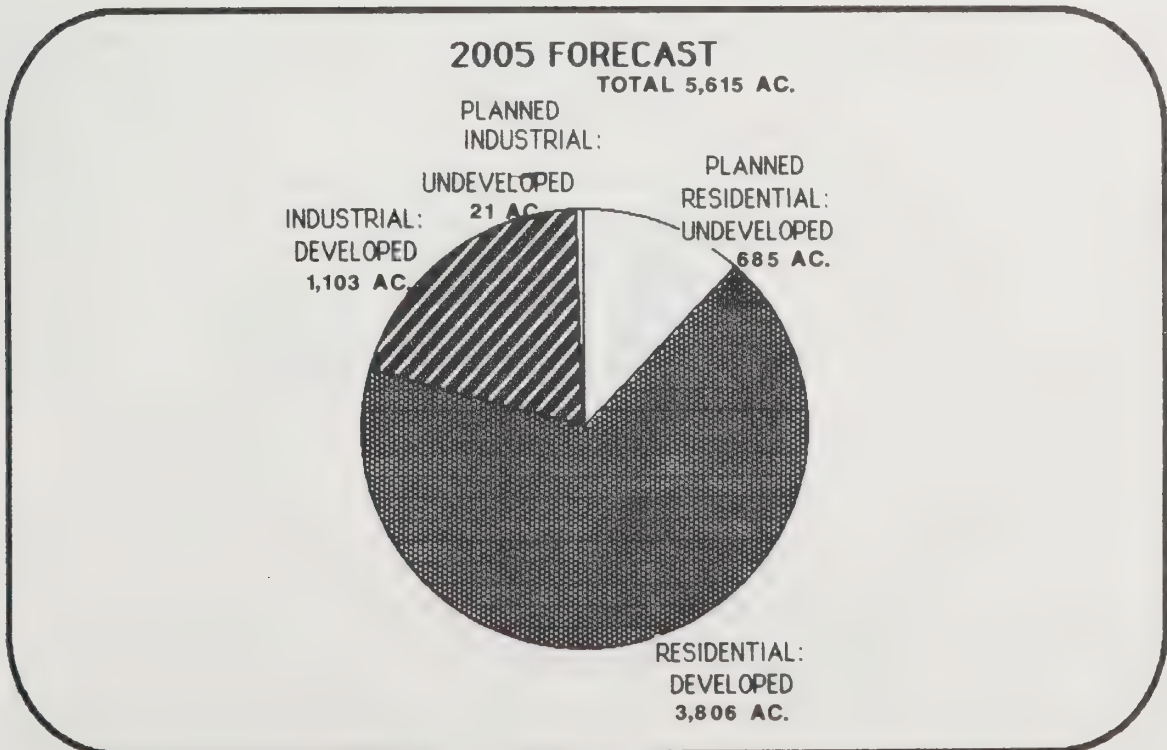


Chart #13

GILROY

LANDS PLANNED AND AVAILABLE FOR URBAN DEVELOPMENT

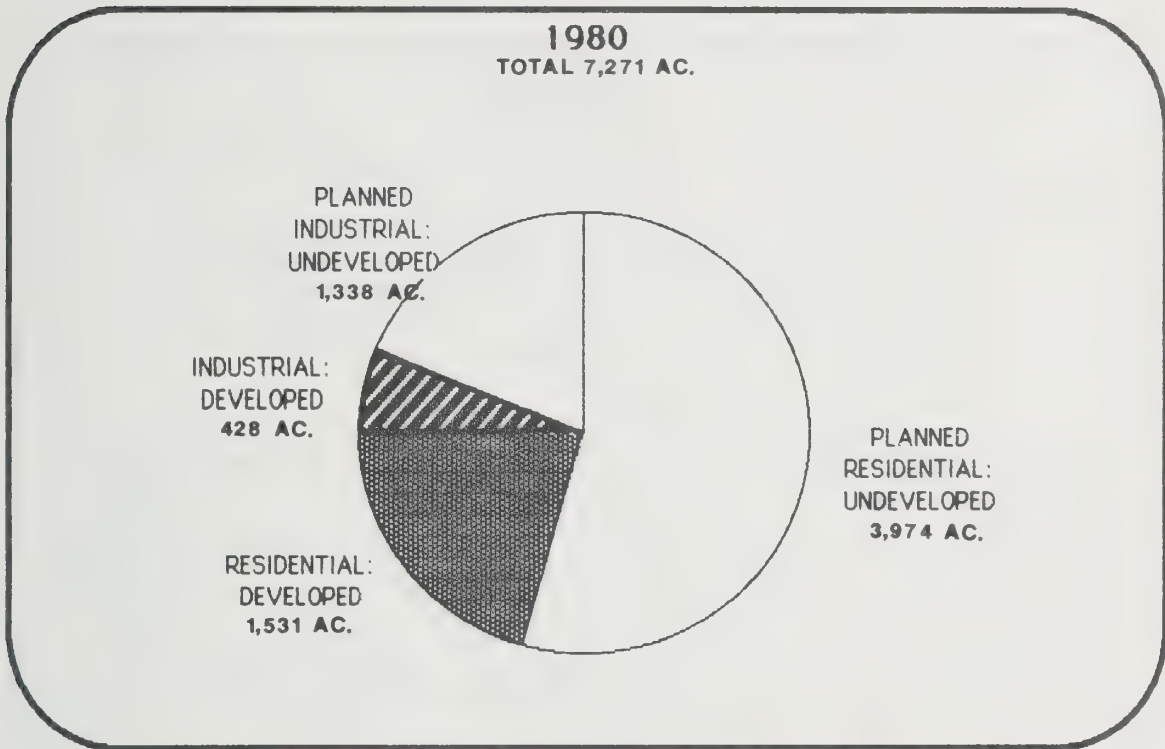


Chart #14

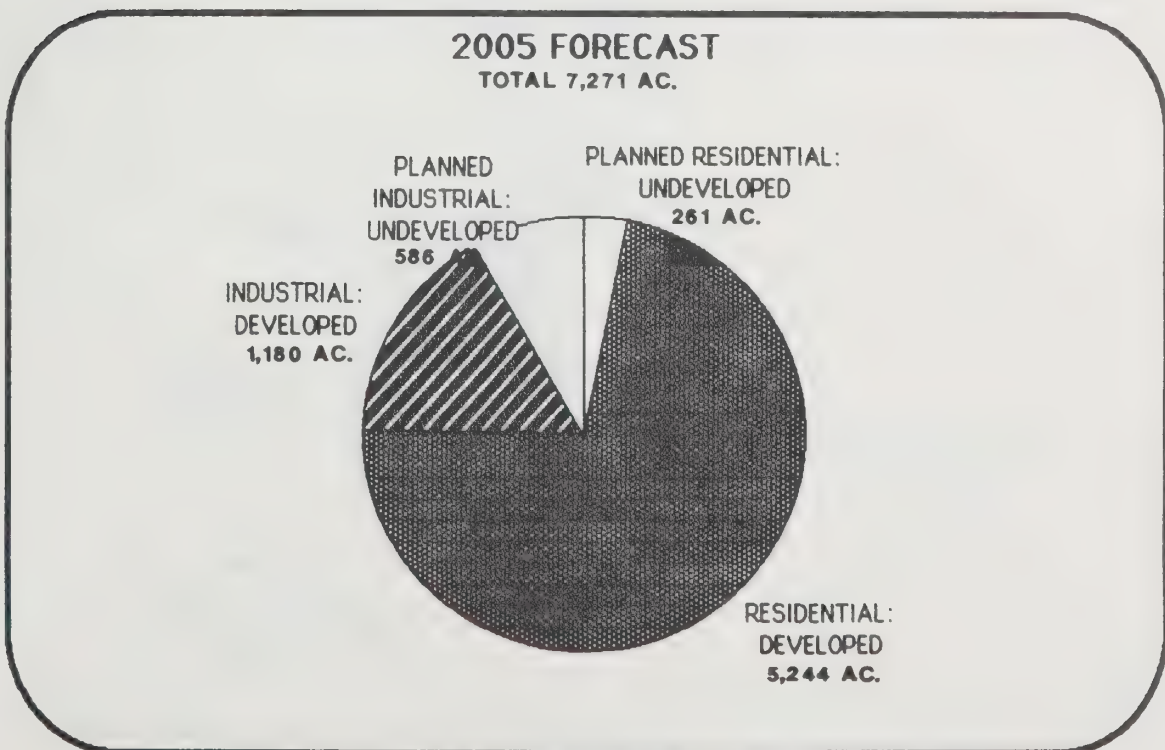


Chart #15

EXISTING DEVELOPMENT AND JURISDICTIONS

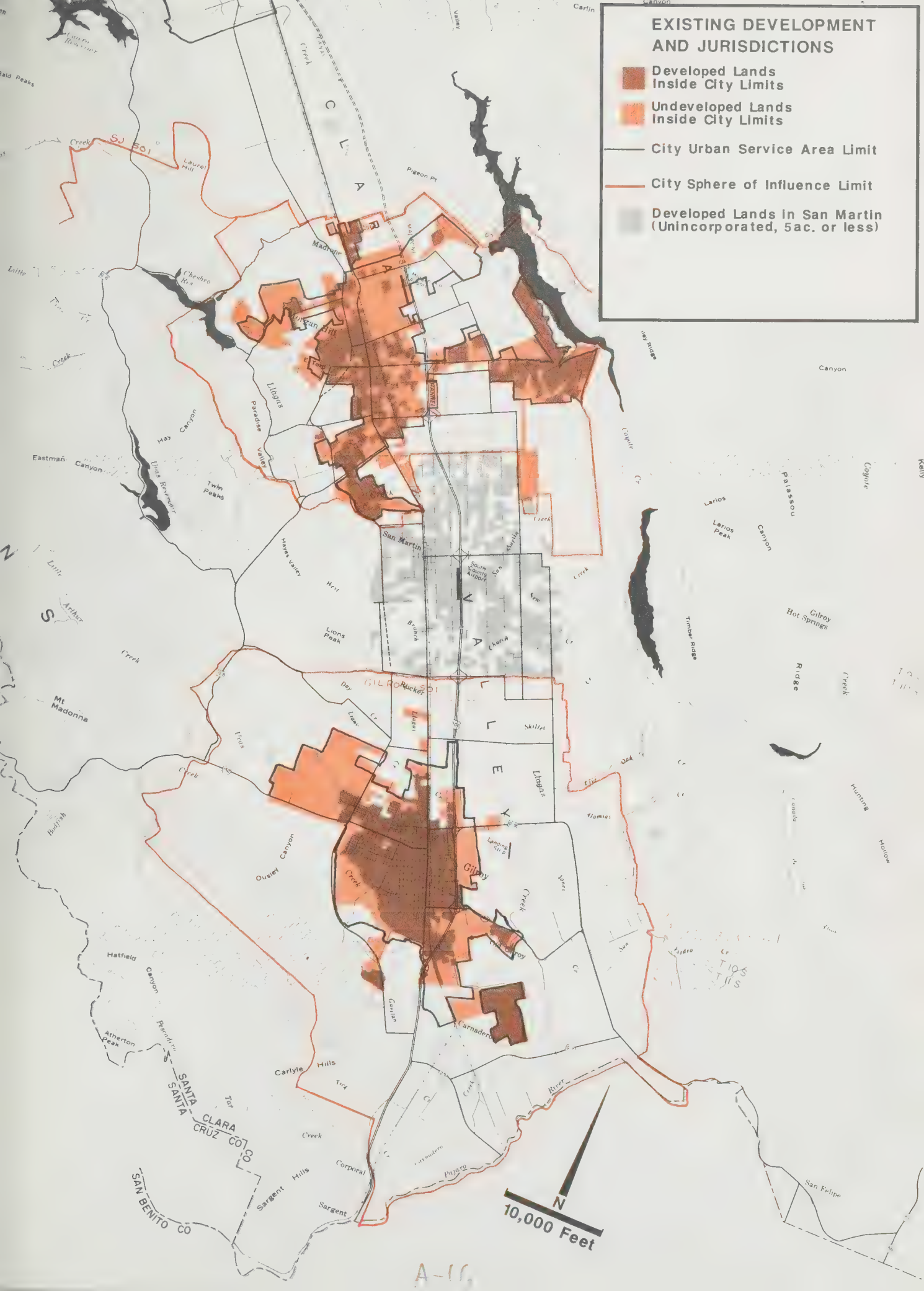
Developed Lands
Inside City Limits

Undeveloped Lands
Inside City Limits

City Urban Service Area Limit

City Sphere of Influence Limit

Developed Lands in San Martin
(Unincorporated, 5ac. or less)



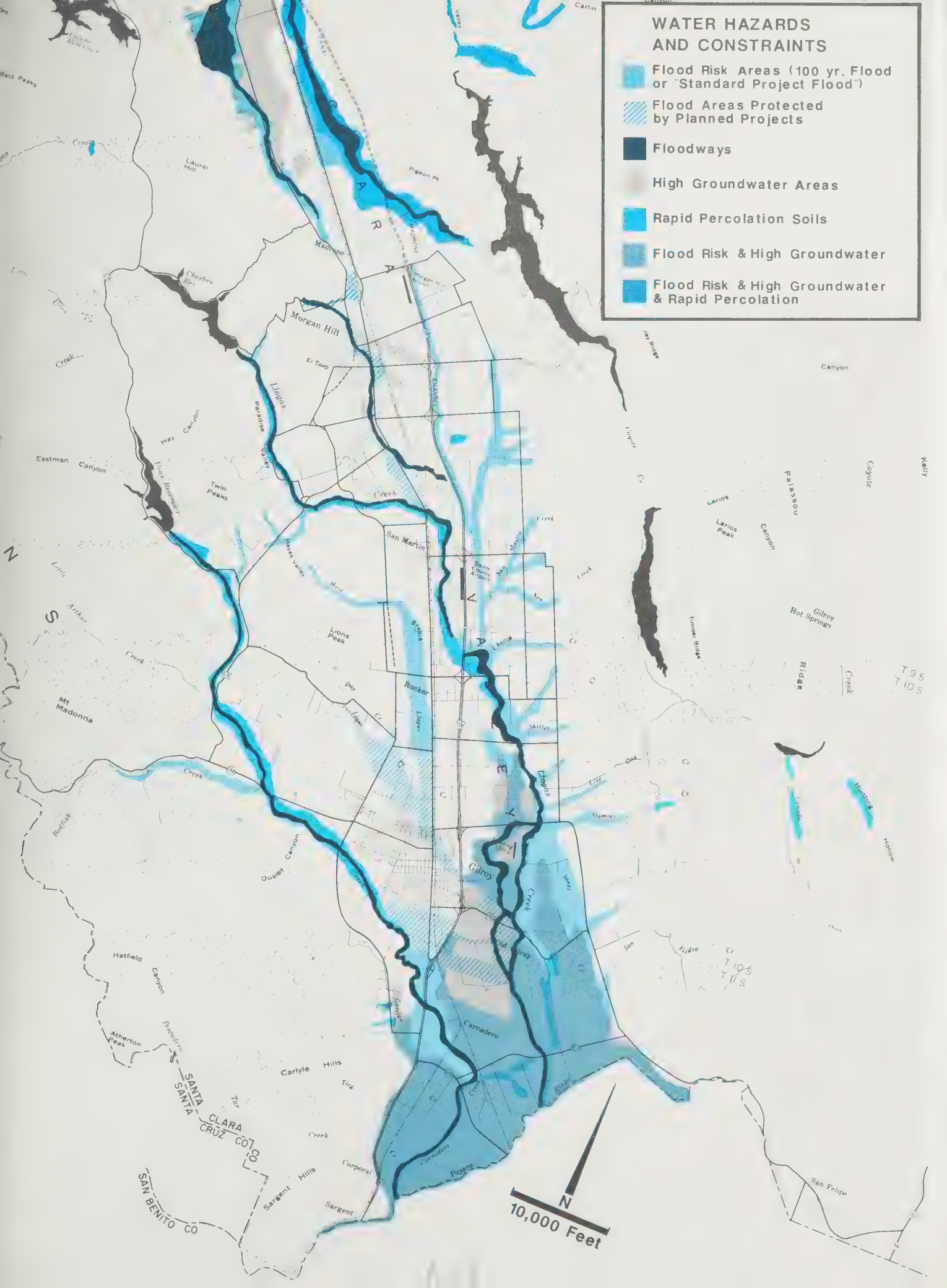
GEOLOGIC HAZARDS AND CONSTRAINTS

- 15% Slope Line
(edge of valley floor)
- 30% or Steeper Average Slope
- Soil Creep Areas
- Soil Creep Areas &
30% or Steeper Average Slope
- Earthquake Fault Areas



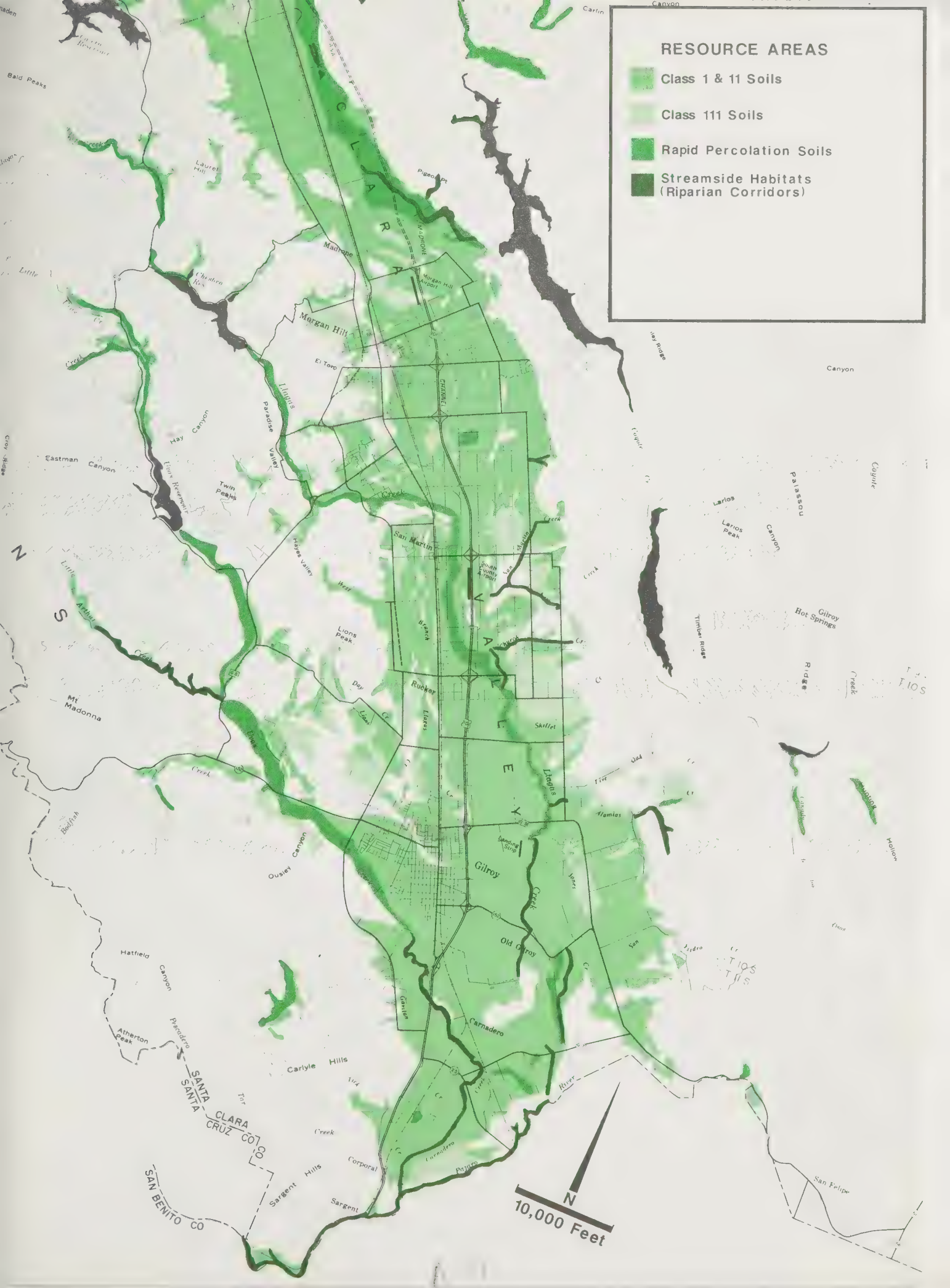
WATER HAZARDS AND CONSTRAINTS

-  Flood Risk Areas (100 yr. Flood or "Standard Project Flood")
-  Flood Areas Protected by Planned Projects
-  Floodways
-  High Groundwater Areas
-  Rapid Percolation Soils
-  Flood Risk & High Groundwater
-  Flood Risk & High Groundwater & Rapid Percolation



RESOURCE AREAS

- Class 1 & 11 Soils
- Class 111 Soils
- Rapid Percolation Soils
- Streamside Habitats (Riparian Corridors)



APPENDIX B

SOUTH COUNTY GENERAL PLANS 1985, 2005

APPENDIX B

MAP COMMENTARY: SOUTH COUNTY GENERAL PLANS 1985, 2005

OVERVIEW OF GENERAL PLAN POLICIES FOR TWO POINTS IN TIME

The two maps, South County General Plans - 1985 and - 2005, are composites of the General Plan land use maps of Morgan Hill, Gilroy and Santa Clara County. They present a fundamental recommendation of the South County Joint Planning Advisory Committee--that the General Plan land use policies of the three sponsor jurisdictions be continued as the basis for future land use planning in South County.

The two maps illustrate full implementation of the three jurisdictions' adopted land use plans for South County at two points in time--in 1985, when the South County Program was initiated, and at 2005, when build-out of the general plans is assumed.

Differences between the two maps reflect the transition from County to City jurisdiction as urban development proceeds over the next 20 years. The 1985 Map reflects the Cities' land use designations within their 1985 urban service boundaries. County designations are shown for lands outside the Morgan Hill and Gilroy urban service areas.

The 2005 Map reflects the expectation that the Cities will extend their land use jurisdiction beyond their 1985 urban service areas as their General Plans are implemented during the next 20 years. Accordingly, the 2005 map extends the Cities' land use designations to their full general plan area.

The maps are different because the County defers to City land use policy for unincorporated lands within city urban service areas, as indicated on the maps. All lands within an urban service area have been approved by the City and the Local Agency Formation Commission for annexation and development in the near future. In this area the city has declared its intent to extend municipal services and its capability to provide them.

To govern the use of rural lands, the County General Plan designates land uses for lands outside the city urban service areas. Most of these lands will never be urbanized. Periodically, however, adjacent lands are added to the urban service areas to allow city growth and urban development, and at that time the County removes its General Plan land use designation. Gradually, over the next 20 years, the County land use designations will be supplanted by those of the cities for the lands intended for urban development.

Both the 1985 Map and the 2005 Map show the 1985 urban service area boundaries for the Cities of Morgan Hill and Gilroy. Although these urban service areas will expand by 2005, the 1985 line has been used on both maps for reference purposes, to illustrate the land use changes in the city expansion areas over the next 20 years.

THE MAPS CANNOT BE USED FOR INFORMATION ON SPECIFIC SITES

Since the two maps are a highly generalized overview of the three jurisdictions' policies, they cannot be used to determine the land use policies governing a specific parcel of land. Those who are interested in the specific policies of a jurisdiction are referred to the appropriate staff and the current General Plan documents.

Because each jurisdiction reviews its own plan annually, the 1985 Map represents a static view of South County land use policies when the South County joint planning process was begun. Some minor alterations to the Cities' General Plans have already been made, but these changes have not affected the substance of the policies which are illustrated by the 1985 Map. Furthermore, it is likely that, during future annual reviews, plan amendments will be adopted which will be consistent with the South County Program's general recommendation to continue current policies.

The composite map land use "designations" combine into a limited set of new designations the large number of designations used in the General Plans of the Cities of Morgan Hill, Gilroy, and the County, as well as the County Regional Parks, Trails and Scenic Highways Map. Finally, small land use areas were omitted or accentuated to ensure legibility of the small scale maps presented in this report.

POLICY COMPATIBILITY

While there is general agreement on land use policy, the composite plan map illustrates, in a very graphic way, how some South County land use issues are addressed differently by the three general plans. The issue of development along ridgelines is a concern of the Advisory Committee, which identified hillsides as a principal scenic resource for South County.

While all three general plans recognize the visual importance of hillsides, the policies vary in the manner and extent to which development restrictions are applied. Structures which are built on ridgelines must be located, constructed or landscaped so as not to create a major negative visual impact from the valley floor. Gilroy allows hillside development under special conditions which prohibit development silhouetted against the skyline. Morgan Hill prohibits ridgetop development and in its General Plan map designated the ridgelines as "open space". These ridgeline areas are indicated in the composite maps as irregular open space areas within the Morgan Hill sphere of influence. County policy discourages, but does not prohibit, development on ridgelines.

Ridgeline development issues illustrate one topic which might be developed through the process of specific planning. Some interest has been expressed by Advisory Committee representatives of Morgan Hill and Gilroy in developing specific plans and agreements with the County for hillside areas which are located within the two cities' spheres-of-influence.

Rural residential areas illustrate another policy difference. While the cities' rural residential areas are primarily low-density residential, the County rural residential areas combine low-density residential use with agriculture and many of its related activities. The appropriate location and development standards for such uses remains an issue requiring further resolution. It is expected that future joint work may provide greater detail regarding these and other land use issues of importance to the South County communities.

COMPOSITE LAND USE DESIGNATIONS

The many land use categories used in the general plan maps of the three jurisdictions have been consolidated into the following set of composite land use designations.

Rural Residential combines the lowest residential densities with minimum lot sizes ranging from 5 acres to one-third acre per dwelling. In the unincorporated area it includes agriculture and related uses.

The Medium and High Density Residential categories are urban residential with density ranges of 4 to 12 dwellings per acre and 13 to 30 dwellings per acre, respectively.

The Industrial designation combines several types of industrial uses--general industry, industrial park, campus industrial--into one class.

The Commercial/Roadside Services designation includes the several types of commercial and office land uses in the City General Plans as well as the roadside services designation in the County General Plan. County roadside services are not intended to be urban commercial uses, but are planned to serve highway travellers. This category has been combined with the urban commercial uses, based on the similarities which underlie these uses.

Mixed Use designations are proposed in both San Martin and the Morgan Hill downtown areas. They are designated on the maps by diagonal stripes in colors which identify the component land uses. In San Martin, the underlying land use is rural residential; use permits are approved for industrial or commercial uses which serve local needs. In downtown Morgan Hill, the use mix is commercial and residential.

The City of Gilroy has implemented a policy of joint development of community parks and schools. These sites are reflected on the maps by rectangles which are bisected diagonally and designated half Public Facility and half Park/Open Space.

The Agriculture category combines the County designations of large- and medium-scale agriculture (40 and 20 acre minimum lot sizes, respectively) and the County's Open Space Reserve designation, which has been applied to the area north and west of Gilroy. Agriculture and a variety of related uses are permitted.

The Parks and Open Space category includes public and private, existing and proposed open space areas and trails. In the unincorporated areas, the proposals for open space are especially generalized. The boundaries indicate existing open space areas or areas which are to be considered for open space and parkland acquisition. The most notable private open space areas which have been incorporated into this category are the ridgetops in Morgan Hill.

Only major trails are shown. They usually appear as ribbons of open space traversing South County. In some cases, they represent improved trails; in other instances, they may be easements over privately-owned land. Those who are interested in the complete array of trails, bikeways and scenic routes are referred to the County's Regional Parks, Trails and Scenic Highways supplement to the General Plan.

The County General Plan divides hillside areas into two designations. The Hillside designation is applied to hillside areas which frame the valley floor and which are more accessible to existing and planned urban areas. The Ranchland designation is applied to the more remote hillside areas. While some degree of development is allowed in both areas, it is more severely limited in ranchlands.

Locations of Solid Waste Disposal Sites and Transfer Stations are shown based on the "Solid Waste Management Plan for Santa Clara County," as revised December, 1984.

SPECIAL AREAS

Coyote Valley

The maps include some areas which are under the jurisdiction of the City of San Jose. The most important of these areas is the Coyote Valley. It has been included in recognition of its strategic importance to the South County communities. The Coyote Greenbelt area, at the northern boundary of Morgan Hill, is shown as Agriculture (the County General Plan designation), although the underlying designations on the City of San Jose's General Plan are agriculture and private recreation.

North of the Coyote Greenbelt, the map identifies the Coyote Valley Urban Reserve/Planned Community. The land use pattern has not yet been determined by the City of San Jose, and is, therefore, not depicted on these maps. The area is identified here because the planned residential, commercial and industrial uses will severely impact the South County, and the Morgan Hill Unified School District especially. These concerns about impacts from development in the Coyote Valley are reflected strongly in the accompanying findings and recommendations.

San Martin

The rural community of San Martin is also identified on the maps. It has been designated as a planning area by the County, and the Board of Supervisors has appointed the San Martin Planning Advisory Committee, consisting of community residents, to advise on land use policy-making in the San Martin area.

City Spheres-of-Influence, are shown for each city. Designated by the city and LAFCO, the sphere-of-influence includes the city's general plan area as well as further areas over which the city has substantial interest regarding County land use decisions, particularly adjacent agricultural and hillside areas. It also may include pockets of rural residential land use which might at some future date wish to annex to the nearby city.

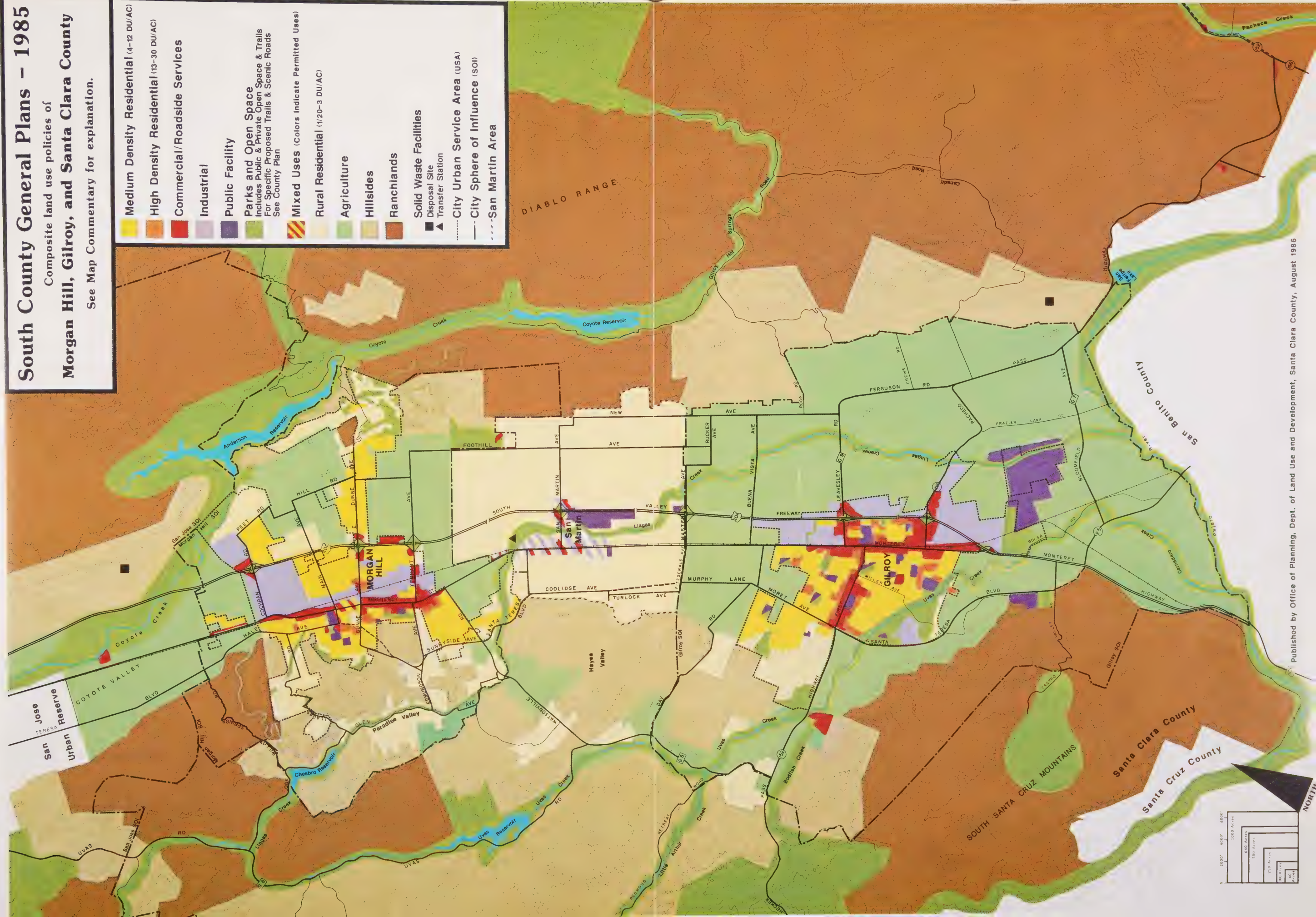
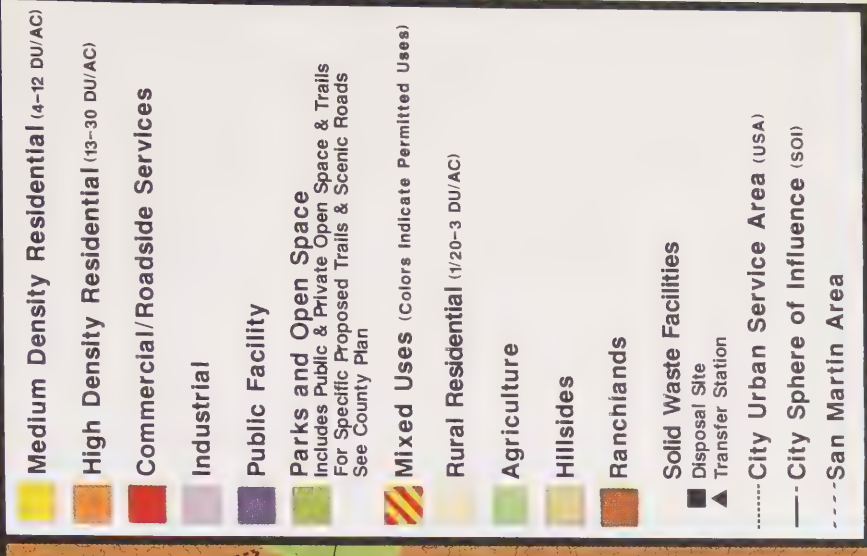
The San Martin area was left out of the Morgan Hill and Gilroy spheres-of-influence, pending completion of the South County Joint Planning Program.

South County General Plans - 1985

Composite land use policies of

Morgan Hill, Gilroy, and Santa Clara County

See Map Commentary for explanation.



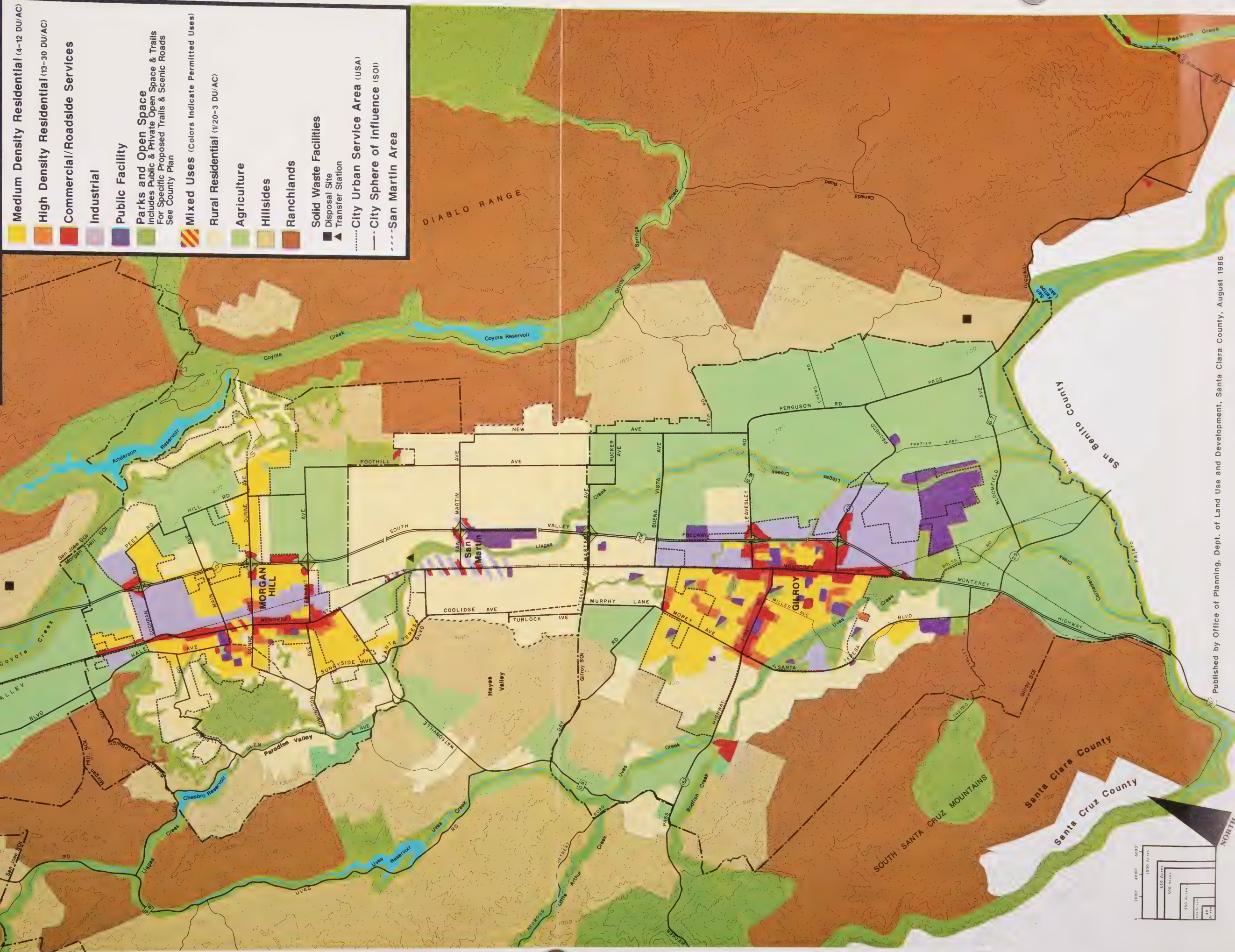
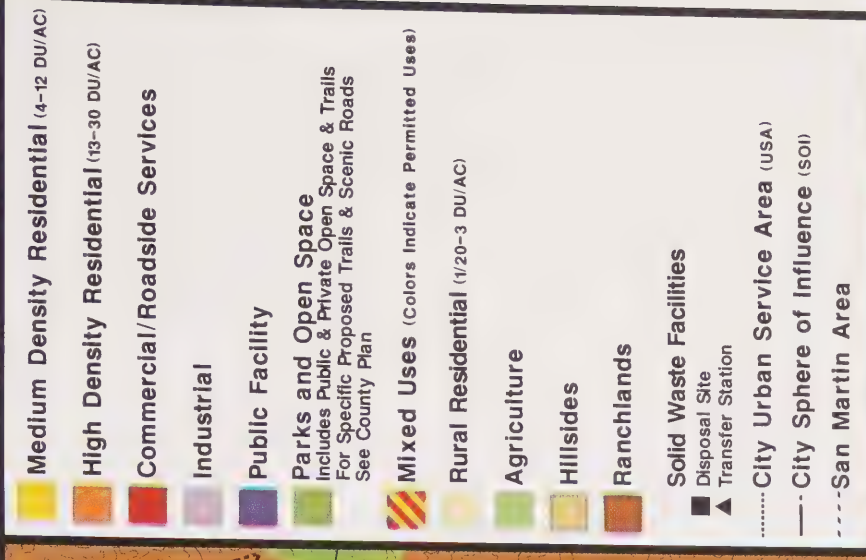
Published by Office of Planning, Dept. of Land Use and Development, Santa Clara County, August 1986

South County General Plans - 2005

Composite land use policies of

Morgan Hill, Gilroy, and Santa Clara County

See Map Commentary for explanation.



APPENDIX C

TRUCK STOP SITING AND EVALUATION CRITERIA

APPENDIX C

TRUCK STOP SITING AND EVALUATION CRITERIA

A. INTRODUCTION

Attempts to identify suitable sites for truck stops raise a variety of environmental concerns. The following discussion reflects some of the concerns related to all full-service and most limited-service truck stops. Also included are suggested policies which attempt to address each concern.

In addition to concerns raised by truck serving facilities, trucks themselves create potential impacts. For the purpose of this study, all references to trucks and truck traffic will be to large truck transport vehicles (e.g., tanker, semi, and multi-trailer vehicles).

B. ACCESS AND CIRCULATION

ACCESS FROM MAJOR ROADS AND FREEWAYS

Trucks need to find truck stops easily and quickly. Trucks traveling through local residential and commercial areas may generate nuisances, safety hazards and damage to streets.

Policies:

1. Truck stops should be located near freeway interchanges to allow safe and easy access.
2. Signage should guide truckers to existing truck serving facilities and appropriate truck routes to minimize truck traffic through residential and neighborhood commercial areas.

MAXIMIZING THE NUMBER OF TRUCKS SERVED BY A TRUCK STOP

Proliferation of truck serving facilities in South County may result in an increased need for County services which may result in inefficient use of County resources.

A number of truck stops greater than the minimum necessary to meet the needs of truckers traveling through South County may create unnecessary environmental impacts and cost to the County.

Policies:

3. If truck stops are allowed within the South County the facilities should be located near major trucking routes in areas which will serve the maximum number of truckers, thereby minimizing the need for additional truck serving facilities.

SITE ACCESS

Because of their size, trucks need good access and adequate maneuvering room (e.g., turn lane and acceleration lanes).

Policies:

4. Roads, off-ramps and entrances to the truck stop should be designed to provide adequate space and visibility to facilitate safe access to, as well as safe entrance into and exit from the site.

HAZARD TO PEDESTRIANS AND OTHER VEHICLES

Increases in truck traffic on roads leading to truck stops may result in increased traffic hazards to pedestrians, bicyclists or other vehicles. Increases in truck traffic may also increase the risk of accidents by decreasing visibility for other motorists.

Policies:

5. Truck stops and surrounding interchanges and roads should be designed to allow trucks to enter and exit the site with minimal disturbance and risk to pedestrians and other vehicles.
6. Appropriate truck routes should be clearly marked to divert truck traffic from residential streets, streets not designed for trucks, or areas where the risk of accidents is especially great.
7. Truck stops should be designed to maximize visibility for truckers and other drivers by carefully placing landscaping, signage or other components of the site in a manner which preserves lines of vision.
8. Truck stops should have turning, and acceleration and deceleration lanes to allow trucks and automobiles to safely and efficiently merge with each other.

DAMAGE TO STREETS AND INTERCHANGES

Trucks traveling on streets which are not designed to accommodate truck weight may cause substantial damage to streets or interchanges.

Policies:

9. Truck stops should be developed only in areas where there are improved roads designed to accommodate truck traffic.
10. Truck traffic should be restricted to streets designed to accommodate the weight of trucks.
11. If a truck stop is proposed in areas where roads are not adequately improved, the developer should pay for the cost of necessary road improvements.

C. INCOMPATIBILITY WITH EXISTING AND FUTURE LAND USES

IMPACT ON NEIGHBORHOOD CHARACTER

Development of a truck stop may introduce uses which conflict with existing uses and may affect neighborhood character. Truck stops may also induce development of other truck serving facilities and establish the area as a center for trucking activity, discouraging the development of other uses.

Policies:

1. Truck stops should not introduce uses which are incompatible with existing or planned uses.
2. Consideration should be given to whether an area in which a truck stop is proposed should ultimately become a center for trucking activity and whether the resulting character is acceptable for the area.

SAFETY HAZARDS AND NUISANCES

Truck stops may create safety hazards (e.g., water quality, hazardous materials, groundwater contamination), and nuisances (e.g., noise, unsightly visual features) for neighboring residents.

Policies:

3. Truck stops should be designed and operated to minimize hazards, nuisance, or disturbance to neighboring uses.

D. GROUND AND SURFACE WATER CONTAMINATION

RISK OF GROUNDWATER CONTAMINATION FROM WASTEWATER DISPOSAL

Truck stops may generate large quantities of wastewater. The Environmental Impact report for the Kalend proposal estimates the truck stop will generate an average of 18,350 and a peak of 34,225 gallons of wastewater per day.

If a truck stop is approved on an on-site sewage system (e.g., septic or alternative treatment system) there is the risk of contaminants leaking into the groundwater.

Policies:

4. Truck stops should not be located in areas with severe septic drainfield limitations.
5. Truck stops should not be located in areas with a high groundwater table or in areas of potential flooding.
6. Wastewater, which may include petroleum based products, hydrocarbons or other toxic substances, should not be discharged into creeks.

DISCHARGE OF CONTAMINANTS

Potentially hazardous materials such as gasoline, pesticides, herbicides, solvents, oils or nitrates, and may be introduced into the wastewater treatment system and may result in surface and groundwater contamination.

Policies:

7. Chemicals and other potentially toxic materials should be removed from the wastewater before the effluent is discharged.
8. Truck stops should not be located in areas with high levels of nitrate in the groundwater, when it can be demonstrated that the effluent will impact groundwater quality.
9. Irrigation of landscaping should not introduce nitrates, pesticides or herbicides into groundwater.

SURFACE AND GROUNDWATER CONTAMINATION FROM SURFACE RUNOFF

When the ground becomes saturated, or if the ground surface is impermeable (paved), rain or water passing over the surface is referred to as runoff. Runoff is capable of transporting a variety of material into surface water and groundwater. This material, which may have been spilled or may have been produced by the truck wash may result in contamination of the water supply.

Policies:

10. The truck stop's drainage plan should provide a method for collecting storm and surface runoff and filtering potential contaminants before runoff is discharged.

PHYSICAL DAMAGE TO ON-SITE SEWAGE TREATMENT SYSTEM

Truck stops have been proposed with on-site sewage treatment systems, located near streams. The on-site system may be damaged or a system failure may result from flooding, seismic activity or a power failure. System failure may result in contamination of surface and groundwater.

Policies:

11. On-site septic system, holding tanks and leach lines should not be located in flood zones or near creeks.
12. The truck stop should have a back-up power supply in the event of a power failure.
13. There should be adequate capacity for the storage of untreated sewage and wastewater in the event of a system failure.

CHEMICAL DAMAGE TO ON-SITE SEWAGE TREATMENT SYSTEM

On-site sewage treatment systems may be damaged or completely disabled by chemicals and other materials which, when introduced into the system, may kill the organisms which process the wastewater. System damage or failure may result in the discharge of partially treated or untreated wastewater into nearby surface or groundwater.

Policies:

14. Materials which may damage or kill essential organisms in the septic system, or which may in some way impair the treatment of wastewater should be filtered from the wastewater before it enters the system.
15. Containers should be provided to truckers and employees to encourage the proper disposal of oils, solvents, cleaners, etc.
16. The truck stop should maintain sufficient capacity for storage of untreated wastewater or sewage in the event of a system failure.

E. SAFETY AND HAZARDOUS MATERIALS

RISK OF FIRE, EXPLOSION OR CHEMICAL EXPOSURE

Material stored at the truck stop, as well as material transported by the trucks using the facility may create a risk of fire, explosion, or chemical exposure for neighboring residents.

Policies:

1. Truck stops should maintain an emergency response plan in case of fire, explosion, or release of potentially hazardous materials.
2. Consideration regarding the safety of neighboring residents should be considered when evaluating proposals for truck stops.

STORAGE OF HAZARDOUS MATERIALS

Truck stops may use or store hazardous or potentially dangerous materials (e.g., gasoline, pesticides, herbicides, solvents, cleaners etc.) which may create a health or safety risk in the event of the material's release or explosion.

Policies:

3. The storage or use of hazardous or potentially dangerous materials should be closely monitored.
4. The County Health Department and Fire Department should be aware of the types of materials used and stored on the site.

RISK OF FIRE HAZARD

Truck stops may store flammable or explosive materials. Trucks may be transporting similar material. Together, these factors may create a risk of fire hazard.

Policies:

5. Truck stops should maintain an emergency response plan in case of fire, explosion, or release of potentially hazardous materials.
6. The storage of fuel or other potentially explosive material should meet applicable standards.
7. Fuel storage tanks should not be located in areas of flooding where rupture of the tanks may occur, or in those areas in which the probability of damage is high.
8. Truck stops should train employees in basic fire prevention and protection techniques.
9. The truck stop should have sufficient water storage capacity and pressure, and/or a supply of firefighting chemicals in the event of a fire.

F. NUISANCES

24-HOUR OPERATION MAY GENERATE NOISE, VIBRATION, LIGHT AND GLARE

A truck stop is a 24-hour operation whose noise, vibrations, on-site lighting and glare may disturb neighbors.

Policies:

1. Truck stops should not be allowed near residential areas where the 24-hour nature of operation would create substantial disturbance to neighbors.
2. Truck stops should not be located near residential or other uses which may be greatly impacted by noise in the early morning and late evening hours.
3. Parking layouts should include landscaping and other acoustical buffers to minimize noise and vibration to nearby uses.
4. On-site lighting should be directed away or screened from neighboring uses.

G. PUBLIC SERVICES AND FACILITIES

IMPACT ROAD IMPROVEMENT PLANS

Truck stops may encourage truck traffic on local roads and interchanges and therefore may substantially impact the plans of Caltrans or the County Transportation Agency regarding future road improvements or maintenance.

Policies:

1. Truck stops should not impact the road improvement plans of Caltrans and the County Transportation Agency.
2. Truck stops should not be approved until necessary road improvements are in place, or the financing is assured.
3. A proposal for a truck stop should not be approved until a cost/revenue analysis is prepared which examines the effects of the truck stop on the County's road improvement and maintenance costs.

SECURITY AND LAW ENFORCEMENT

Truck stops require security and law enforcement services for the security of trucker's vehicles and cargo, and to minimize illegal activities (e.g., prostitution, drug related activity, fights). Truck stops may create the need for law enforcement agencies to expand patrol routes or increase the frequency of patrolling.

Policies:

4. Truck stops should provide security personnel to patrol the grounds and protect trucker's vehicles and cargo.
5. A proposal from a truck stop should not be approved until a cost/revenue analysis is prepared which examines the effects of the truck stop on the County law enforcement agencies' ability to provide service.

FIRE PROTECTION

The potential storage or transport of flammable or explosive material may create an increased risk of fire. As a result, it is important that firefighters be able to reach truck stops quickly in the event of an emergency. However, if the truck stop is located in a remote area, firefighters may have difficulty reaching the facility in time.

Policies:

6. Truck stop personnel should be trained in basic fire prevention and firefighting techniques.
7. The truck stop should have sufficient water storage capacity and pressure, and/or a supply of firefighting chemicals in the event of a fire.
8. A proposal for a truck stop should not be approved until a cost/revenue analysis is prepared which examines the effects of the truck stop on the County Fire Department's ability to provide service.

ADDITIONAL HEALTH DEPARTMENT STAFF

If a truck stop is approved on an alternate sewage treatment system (package plant, septic tanks, etc.) the system must be monitored by trained personnel. The truck stop's use of an alternate sewage treatment may require the hiring of additional Health Department personnel or a private consultant to monitor the sewage treatment facility's maintenance and operation.

Policies:

9. A truck stop proposal which includes an alternative sewage treatment system, or which would require substantial monitoring by County Health Department personnel should not be approved until personnel have been made available.
10. If a private consultant is hired to monitor the on-site sewage treatment facility, the consultant should be chosen by, and report to, the County and his fee should be paid by the developer.
11. A proposal for a truck stop should not be approved until a cost/revenue analysis is prepared which examines the affects of the truck stop on the County Health Department's ability to provide service.

H. VISUAL IMPACTS

ATTRACTIVENESS AND VISUAL COMPATIBILITY WITH THE SURROUNDING SETTING

A truck stop may be unattractive and may conflict with the surrounding neighborhood character or rural setting. A truck stop may include buildings which are unattractive or out of scale, unlandscaped parking areas and unattractive signs.

In the past, truck stops have been proposed along scenic highways and at gateways into South County and may impact the visual quality of the scenic corridors. The siting of truck stops along scenic highways and at gateways into South County (e.g., Pacheco Pass and Hecker Pass) may affect the visual image presented to those entering the County via these routes.

The Kalend General Plan Amendment proposal was proposed along Pacheco Pass Highway, near Bell Station. The Interstate Truck Stop and Martinez General Plan Amendment proposals were proposed along Highway 101 and Pacheco Pass Highway which are designated scenic highways.

Policies:

1. Truck stops should be subject to Architectural and Site approval.
2. Truck stops should be designed to appear attractive and compatible with the context of the site. Unattractive components of the truck stop should be screened from view.
3. If truck stops are approved along scenic highways and gateways into South County, special consideration should be given to preserving the visual quality along these routes.
4. Signs should be appropriate in scale and color, and be effectively placed to clearly and directly instruct truckers to truck stops and appropriate trucking routes.
5. Parking areas should be designed, screened, and landscaped to promote an attractive appearance.

I. WATER DEMAND

TRUCK STOPS MAY REQUIRE LARGE AMOUNTS OF WATER

Truck stops may require large amounts of water for domestic use, irrigation, landscaping, truck wash, etc. The preliminary Draft Environmental Impact Report prepared for the Kalend General Plan Amendment proposal estimates that the project will use between 18,350 and 34,225 gallons of water per day. (Based on their estimate of wastewater generated).

Policies:

1. There should be an adequate water supply to meet daily needs.

WATER SUPPLY FOR FIRE PROTECTION

Truck stops may create a risk of fire or explosion from the presence of trucks carrying flammable or explosive material as cargo.

Policies:

2. Truck stops should have adequate water storage capacity and water pressure for firefighting purposes.

J. RUNOFF, DRAINAGE AND GROUNDWATER RECHARGE

RUNOFF AND DRAINAGE

A truck stop may affect storm runoff and drainage as a result of large paved areas, or the grading which occurs during construction. The result may be an increased volume of runoff, or possible contamination of surface and groundwater by materials transported in the runoff.

Policies:

1. The drainage plan should be designed to direct runoff to appropriate channels.
2. The drainage plan should include filters, holding tanks or other measures which would allow contaminants to be removed from storm water runoff before the material contaminates surface or groundwater.

K. POTENTIAL REVENUES AND COSTS

A truck stop in the County's unincorporated area may generate additional revenue and costs for the County.

A report prepared in 1983, COST/REVENUE ANALYSIS, A Comparison of County Costs and Revenues for Selected Developments Within Unincorporated Areas and Cities presented a general overview of the potential costs and revenues which might be expected from truck stops.

Although truck stops were not specifically addressed in this study, the report did examine two types of development: TOURIST ORIENTED MULTI-USE ROADSIDE COMMERCIAL COMPLEX - RURAL AND FREEWAY INTERCHANGE COMMERCIAL - RURAL, which may appear similar to the type of development associated with truck stops.

The Cost/Revenue Analysis assumed that each development was proposed on a site with no significant environmental concerns and that County service could be provided without additional cost. The costs to the County for monitoring of the package plants by County Health Department personnel, and the cost of additional law enforcement or public safety services was not included in the estimates. Therefore, the estimates provided by the Cost/Revenue Analysis may not reflect actual totals.

TOURIST ORIENTED MULTI-USE ROADSIDE COMMERCIAL COMPLEX - RURAL

The TOURIST ORIENTED MULTI-USE ROADSIDE COMMERCIAL COMPLEX - RURAL development involved a 41-acre commercial center which would be open 16-24 hours per day. It included three restaurants, several retail shops, service station and recreation center. The total floor area is 55,000 square feet. Shops are oriented to tourist trade. Projected employment is 67.

For the purpose of the analysis it was assumed that water is to be supplied by wells and sanitation will be provided by a package plant. Storm drainage is adequate.

The County's Cost/Revenue Analysis estimated that if the project were developed in the unincorporated area total County costs would range between \$124,400 - \$284,400 and total County revenues would range between \$440,300 - \$600,300. Estimated net County revenues would be \$315,900.

FREEWAY INTERCHANGE COMMERCIAL RURAL AREA

This development involved a restaurant, motel and service station to be located on a 7 acre site. This development is to be open 24 hours per day and function primarily as a rest stop. Projected employment is 28.

For the purpose of the analysis it was assumed that water is to be supplied by a private water company, while sanitation is to be provided by a septic system or a package plant. Storm drainage will flow into a nearby creek.

The County's Cost/Revenue Analysis estimated that if the project were developed in the unincorporated area, total County costs would range between \$36,550 - \$54,050 and total County revenues would range between \$206,400 - \$223,900. Estimated net county revenues would be \$169,850.

TRUCK STOPS MAY GENERATE ADDITIONAL REVENUE FOR THE COUNTY

The development of truck stops within the unincorporated area may create additional revenue for the County. This revenue may be generated from:

- a. revenue from initial processing and during development phase,
- b. revenue from sales tax,
- c. revenue from property tax,
- d. revenue from ongoing inspection fees, and
- e. transient occupancy (bed tax).

TRUCK STOPS MAY GENERATE ADDITIONAL COSTS TO THE COUNTY

The development of truck stops within the County's unincorporated area may generate additional costs to the County. These may include:

- a. cost of the initial development phase (e.g., processing and inspection),
- b. cost of road improvements and maintenance,
- c. cost of additional law enforcement and fire protection personnel,
- d. cost of additional capital facilities maintenance and improvement,
- e. cost of routine inspections,
- f. cost of monitoring package plants (e.g., hiring a consultant or additional County staff), and
- g. cost of sewage system failure, (e.g., repairs, cleanup).

Policies

1. A proposal for a truck stop should not be approved until a comprehensive cost/revenue analysis is prepared.

APPENDIX D

REFERENCES

APPENDIX D

REFERENCES

The reports listed below were the primary sources used by the Advisory Committee and were published by the County of Santa Clara Office of Planning Staff. They were prepared with the advice, review, and approval of the Planning Directors of the sponsor agencies--the County, Morgan Hill and Gilroy. For certain topics, the staffs of agencies with jurisdiction or expertise assisted in the report preparation and are cited in the reports. Resources and documents used in the preparation of these reports are cited in their respective reports and are not listed in this bibliography. Additional materials, such as magazine articles and newspaper clippings, were presented to the committee. For ease of reference, the reports are listed in the same order as the topics in the Recommended Policy Plan.

Population and Employment: Current Situations and Forecasts. George Francis, Cathryn Ming, Beverly Saxon, and Eric Carruthers. October, 1985.

Technical Appendix: Population and Employment: Current Situation and Forecasts. George Francis, Cathryn Ming, Beverly Saxon, and Eric Carruthers. October, 1985.

Jobs/Housing Report. Janet Harbin. April, 1986.

Jobs/Housing Balance For Traffic Mitigation: Interstate 680 and Interstate 580 Corridor Study. ABAG. November, 1985.

Education in South County. Staff. November, 1985.

Sewers/Sanitation in South County. Maureen Owens. August, 1985.

Water Quality. Lorraine Poggione and Eric Carruthers. May, 1986.

Flood Control and Local Drainage. Lorraine Poggione. August, 1985.

Agriculture in South County. Cheryl Reid. August, 1985.

Safety Concerns of South County: Seismic Hazards, Nonseismic Geologic Hazards, Fire. Jaunell Waldo. May 1985.

South County Open Space Questionnaire. Staff. January, 1985.

San Martin. Ron Eddow and Cheryl Reid. January, 1986.

Coyote Valley. Staff. December, 1985.

Truck Stop Siting. Cathryn A. Ming. February, 1986.

Potential Intergovernmental Agreements. Kathi Petrotta and Eric Carruthers. June, 1986.

SOUTH COUNTY JOINT PLANNING PROGRAM
3/16/87

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

MAY 28 1987

COMMUNICATIONS RECEIVED

UNIVERSITY OF CALIFORNIA

Attached are copies of communications received regarding the South County Joint Planning Program proposed policies.

Communications from County of Santa Clara Departments and Agencies:

Health Department
Health Department, Environmental Health Services, Toxics
Parks and Recreation Commission
Transportation Agency

Handwritten communications from other County Departments and Agencies are available for review in the County Office of Planning. [Department of Land Use and Development; Solid Waste Management Program; David Morrell, Special Assistant for Toxics Management, Office of the County Executive]

Communications from Agencies and Organizations which are not under the Jurisdiction of the Santa Clara County Board of Supervisors:

Association of Bay Area Governments
California State Dept. of Forestry and Fire Protection
Central Coast Regional Water Quality Control Board
Committee for Green Foothills
Local Agency Formation Commission
Monterey County
Morgan Hill Unified School District
San Jose Planning Department
Santa Clara Valley Water District
Sierra Club, Guadalupe Regional Group

County of Santa Clara
California

Health Department
2220 Moorpark Avenue
San Jose, California 95128

TO: ERIC CARRUTHERS
FROM: GLENN HILDEBRAND *GH*
DATE: MARCH 4, 1987
SUBJECT: SOUTH COUNTY POLICY RECOMMENDATIONS

MAR 06 1987

I have gone through a copy of the South County Joint Planning Program Advisory Committee Recommendations. My only recommendation for a possible addition would be some suggestion for the development of an advisory service, perhaps already available from state or county agricultural agencies, which would provide advice to large scale users of nitrogen based fertilizers. It is widely felt that some of the excess nitrate problems found in groundwater in the South County may be related to the excessive use of such materials in the past. Such a recommendation might be appropriate in section 14 which refers to the encouragement of agriculture.

Thank you for keeping us advised on the development of these recommendations.

sg

County of Santa Clara
California

Health Department
2220 Moorpark Avenue
San Jose, California 95128

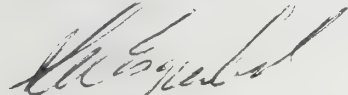
March 4, 1987

Ms. Susan Phillips
Planning Department
Santa Clara County
70 West Hedding St.
San Jose, CA. 95110

Dear Susan:

Thank you for the opportunity to review and comment on the South County Joint Planning Program Draft Recommendations. I hope our comments and recommended changes proved helpful.

Sincerely,



Lee Esquibel, R.S.
Deputy Director - Toxics
Environmental Health Services

LEE:jf



County of Santa Clara
California

Public Services Agency
Parks and Recreation
298 Garden Hill Drive
Los Gatos, California 95030
(408) 358-3741, Reservations 358-3751



M E M O R A N D U M

TO: Susan Phillips, Planner
Department of Land Use and Development
Office of Planning

FROM: Santa Clara County Parks and Recreation Commission

SUBJ: SOUTH COUNTY JOINT PLANNING PROGRAM ADVISORY COMMITTEE
RECOMMENDATIONS-FINAL REPORT

DATE: March 10, 1987

Thank you for extending the invitation to respond to the South County Joint Planning Advisory Committee's Recommendations. We applaud the Committee's effort to promote a coordinated inter-agency planning policy for balanced growth in the South County. As there are several County Parks in the South County area, we are particularly interested in the recommendations listed under Section 16, titled "Open Space and Recreation." Our comments on this section are as follows:

16.

We would like to amend the first sentence of the opening paragraph to read, "The wide variety of open space areas in the South County should be preserved and maintained."

16.6 d

Amend sentence to read, "implementation of streamside trails in a manner which will respect adjacent property rights and preserve natural resources."

16.7

Amend sentence to read, "The hillside/mountain areas to the east and west should be limited to low-intensity rural uses compatible with open space in order to maintain their integrity as the South County's major scenic and natural resources."

Susan Phillips, Planner
March 10, 1987
Page 2

16.10
16.11
16.12

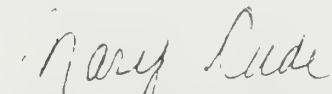
There is a need to prioritize the land-usage for valley-floor greenbelt areas. We would like to recommend the following prioritization:

- 1) Agricultural
- 2) Low-density rural residential
- 3) Public parks and recreation areas
- 4) Privately operated recreation areas
- 5) Other appropriate uses which may be determined.

These remarks are meant to enhance and further qualify the basic tenets of the text. We are encouraged with the direction of the Committee's recommended policies, and we are pleased to participate in the planning process of this important agreement.

Again, thank you for your consideration.

Sincerely,



Mary Cude, Chairperson

L16/M9LK1:cm

County of Santa Clara
California

Transportation Agency
1555 Berger Drive
San Jose, California 95112



January 12, 1987

Department of Land Use and Planning
Office of Planning
County Government Center, East Wing
70 West Hedding St.
San Jose, CA 95110

JAN 15 1987

ATTN: Susan Phillips

SUBJECT: South County Joint Planning Program, Final Report

Dear Ms. Phillips:

We have received copies of the South County Joint Planning Program, comment worksheets, and your memo dated November 24, 1986, addressed to "Agencies with jurisdiction or interest in South County." Although the original deadline for comments was January 1, 1987, we requested an extension by phone and you kindly agreed to extend it until January 16, 1987, for us.

REQUEST: Your memo asks for comments on policy recommendations of the South County Joint Planning Program related to our area of concern, and other policies of interest. The comments are to include an indication of whether or not the language of each policy reviewed is acceptable as presented.

RESPONSE: We have attached a separate sheet with our comments on a number of the recommendations contained in the South County Joint Planning Program. For some items we have noted specific recommendations for changes to the proposed wording; for others we have general comments about the policy rather than the wording. We found all other recommendations to be acceptable as presented.

We will be very interested in seeing any recommendations that your committee develops to implement these policies at staff level since the Transportation Agency is directly involved in implementing the County's transportation policies.

Thank you for giving us the opportunity to review this document. We hope that our comments will prove useful. If you have any questions concerning our comments, please contact me at 299-4205.

Sincerely,

Don Bugni

Don Bugni
Associate Transportation Engineer

ATTACHMENT

cc: WRL
WLK
RDM
RGH



January 12, 1987

Comments by the Santa Clara County Transportation Agency on
Final Recommendations of the South County Joint Planning Advisory Committee

Recommendation Number	Comment
3.5	We agree that action should be taken to correct any jobs/housing imbalances. The funding source for publicly funded transportation improvements should be identified and each responsible jurisdiction should be allowed to comment on its ability to fund transportation improvements. At this time, the County Road Fund does not have the ability to finance major capital improvement projects.
9.10	We recommend that the word "immediately" be added to the end of the sentence.
9.11	Please clarify the meaning of this recommendation. The second clause seems to contradict the first clause by suggesting a number of optional routes rather than specific routes.
11.1	Ridesharing should be added as follows: "...such modes as auto, <u>ridesharing</u> , public transit, bicycling, and walking."
13.4	Please clarify recommendation 13.4. (It appears that the word "as" should be changed to "areas.")
16.3 & 16.4	All plans that are developed and adopted that require dedication of right-of-way for scenic roads, trails, and park lands should be prepared in detail and distributed to those jurisdictions that are responsible for implementing them.
16.6 d.	It appears that the word "will" or the last letter in "respects" should be omitted.



ASSOCIATION OF BAY AREA GOVERNMENTS

Mailing Address: ■ P.O. Box 2050 ■ Oakland, CA 94604-2050

January 5, 1987

Susan Phillips
Santa Clara County
Office of Planning
70 W. Hedding Street
San Jose, CA 95110

RE: South County Planning Program:
Advisory Committee's Recommended Policy Plan

Dear Ms. Phillips:

The jurisdictions involved in initiating and carrying out this planning process are to be commended for a thorough examination of issues and for producing a comprehensive set of recommendations. The following staff comments are concerned primarily with regional issues identified by Bay Area local elected officials and embodied in ABAG's Regional Plan. ABAG's Executive Board has not taken a position on the recommended plan.

Comments and suggested changes are listed by page and paragraph.

Section 3. Findings

Page 3-3, paragraph 1.4: Insert the words "land use" between "existing" and "plans" in the first line (e.g. existing land use plans).

Page 3-7, paragraphs 2.10 and 2.11: Add "f. pressure for rural areas to develop." to the list under paragraph 2.10. Delete "d." under paragraph 2.11.

Section 4. Recommended Policy Plan

Page 4-2, Policy 1.1 states that the plans of the two cities and the County do not need to be revised at this time to accommodate projected growth to 2005. We disagree. While the overall land use designations produce a supply of land that is sufficient to accommodate the projected level of growth to the year 2005, existing residential ordinances in Gilroy and Morgan Hill will need to be revised to allow housing to develop at different rates. Rapid employment growth could drive housing prices up if an insufficient housing supply is available as the jobs are created. Also, cities may want to review allowable residential densities and increase them to conserve available land supply.

Susan Phillips

1/5/87

Page Two

Page 4-5, Policy 3.1 states that the cities and the County should seek to attain and maintain a reasonable balance between jobs within each city's incorporated area and housing within each city's boundary agreement areaby the use of various measures.

ABAG policies speak to the need for interjurisdictional coordination of land use policies to balance housing and jobs within sub-regional economic units, rather than within individual communities. It is particularly important that the South County jurisdictions coordinate provision of housing to accommodate job growth in the subregion so as not to force up housing prices for existing residents as well as for workers in the new jobs. In this regard we strongly support Policy 3.7 concerning working also with the City of San Jose to minimize impacts of Coyote Valley development on the jobs/housing balance in the South County.

We would encourage commitment to continued cooperation and coordination to achieve subregional balance between economic and population growth that is necessary to maintain housing affordability and minimize traffic and air pollution problems.

Thank you for giving us the opportunity to review this document. We have appreciated receiving the minutes of the Advisory Committee and look forward to being able to follow the South County jurisdictions' future efforts.

If you have questions about these comments, please call Susan Hootkins. Her direct line is (415) 464-7955.

Sincerely,

Yvonne San Jule,
Planning Coordinator



DEPARTMENT OF FORESTRY AND FIRE PROTECTION
SANTA CLARA RANGER UNIT
15670 Monterey Street
Morgan Hill, California 95037

(408) 779-2121

February 11, 1987

Department of Land Use and Development
Office of Planning
County Government Center, East Wing
70 West Hedding Street
San Jose, California 95110

Gentlepersons:

Subject: South County Planning Program
Fire Safe Program

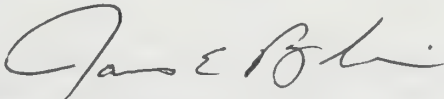
In reviewing South County policy recommendations, the California Department of Forestry and Fire Protection would like to suggest the following recommendations for fire safe planning in wildland watershed areas.

We recommend the County of Santa Clara adopt the handbook, "Fire Safe Guides for Residential Development in California". (copy enclosed). This handbook was developed by California Department of Forestry and Fire Protection, the U.S. Forest Service and endorsed by the County Supervisors Association of California. Contained in this handbook are sections on planning needs and considerations, recommended fire safety standards for roadside vegetation clearance, water supplies, roofing, power utilities, building construction, fuelbreaks and greenbelts. The Department also recommends the adoption of roofing standards for construction in the wildlands to be equal to or greater than the State Fire Marshall recommends for hazardous fire areas. Consideration of our proposal may help to prevent large disastrous fires (i.e., Lexington) in new areas being developed within Santa Clara County.

If we can be of further assistance, please feel free to contact this office at (408) 779-2121.

Sincerely,

JACK McCURNIN
Acting Ranger in Charge

By 
James E. Bliss
Operations Officer

cm

Enclosure

**CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD —
CENTRAL COAST REGION**

1102 A LAUREL LANE
SAN LUIS OBISPO, CALIFORNIA 93401
(805) 549-3147



December 24, 1986

South County Joint Planning Program
Office of Planning
County Government Center, East Wing
70 West Hedding Street
San Jose, CA 95110

Attn: Mr. Eric Carruthers, Principal Planner

Dear Mr. Carruthers:

SUBJECT: ADVISORY COMMITTEE RECOMMENDATIONS

We have reviewed the final recommendations of the South County Joint Planning Advisory Committee and find the document generally well written and thorough. We appreciate the opportunity to provide our comments.

Recommendation 10.1 states : "The two Regional Water Quality Control Boards that have jurisdiction in South County should reach agreement upon compatible water quality standards for South County, as compatible standards would be less confusing to developers and owners of land and to jurisdictions which must carry out the Regional Boards' regulations."

Boundaries of the Central Coast and San Francisco Bay Regional Water Quality Control Boards are delineated by watershed as stipulated by law. The ground water basin boundary between the two Regions are essentially the same as the watershed boundary. Water quality criteria and standards are established by each Regional Board for specific surface waters and ground water aquifers within their jurisdiction. Water quality objectives are included in Water Quality Control Plans for the Central Coast and San Francisco Bay Basins. Numerical objectives are established in both plans for major surface waters based on existing water quality and that which is considered attainable. Narrative objectives for surface and ground waters are similar in both plans and include the general "Nondegradation Policy" established by State Water Resources Control Board Resolution No. 68-16, for statewide implementation.

Since most surface and ground waters of South County have dissimilar characteristics, it would be impossible to establish a single "standard". Even if all waters of South County were regulated by a single Regional Board, water quality objectives would vary from one area to the next.

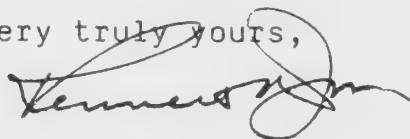
South County Joint Planning Program
Page 2
December 24, 1986

You requested that we recommend specific changes in wording to make the policy statement acceptable to us. We suggest that Policy Recommendation 10.1 be deleted rather than reworded.

It is also this Regional Board's policy to encourage development of water reclamation facilities where feasible so that reclaimed water may be made available to help meet the growing water requirements of the region. We believe that a policy recommendation regarding reclamation would be appropriate and should be included.

Thank you again for the opportunity to review your recommendations and provide our comments. If you have any questions or wish to discuss this matter, please contact Nora H. Kataoka or Roger W. Briggs at this office.

Very truly yours,

A handwritten signature in dark ink, appearing to read "Kenneth R. Jones", written over the closing "Very truly yours,".

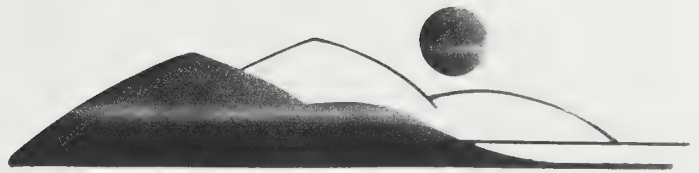
KENNETH R. JONES
Executive Officer

NHK:kd

cc: San Francisco Bay RWQCB

COMMITTEE FOR GREEN FOOTHILLS

Peninsula Conservation Center
2253 Park Blvd., Palo Alto, California 94306
Phone: 327-5906



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Howard Wilshire

LEGISLATIVE ADVOCATES
Linda Elkind
Lennie Roberts

COORDINATOR
Donna Kirsacko

South County Joint Planning Advisory Committee
c/o Susan Phillips
County of Santa Clara Planning Department
70 West Hedding Street
San Jose, California 95110

Dear Members and Staff:

The Committee for Green Foothills would like to express its appreciation for the work of all members and staff on the South County Joint Planning Advisory Committee. Coordination of planning policy among the Cities of Gilroy and Morgan Hill and the County is essential for many planning goals, and especially for the preservation of open space, natural resources, and environmental quality. The policies recommended in the South County Joint Planning Program build a good basis for strong coordinated action to conserve these resources and manage development. We hope our comments and suggestions help strengthen that basis for preservation.

Sincerely,

Paul M. Kelly
Member of the Board



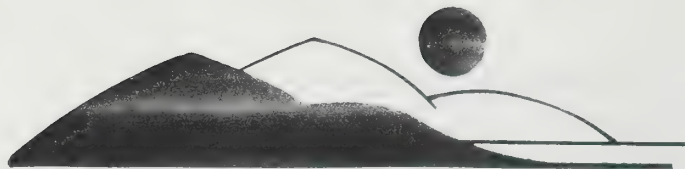
1. Urban Growth and Development

We support the Advisory Committee's recommended policies for urban growth and development. The call, in recommended policy 1.2, for the identification of areas to be kept in long-term open space is particularly timely. The longer we wait, the less we will have to conserve.

The Advisory Committee's recommended policies should be left basically unchanged. The Planning Commission's recommendations go too far in presuming the need for future urban expansion and in calling for the creation of an urban reserve. (Their recommended revisions are also inconsistent: their 1.2 calls for the identification, now, of "areas needed for future urban development"; their added policy following 1.4 states that "planning for new urban growth (including designation of an urban reserve)" should only start after certain not-yet-established criteria have been met.) CGF feels it is premature to designate areas needed for future urban growth. The Advisory Committee had reports on projected housing and economic growth but did not recommend that an urban reserve be identified now. The decision whether or not to plan for new urban expansion should be based upon the desired vision of life in the South County. Such a decision should not simply respond to a purportedly independent "need" to accomodate pressures for urban growth.

However, as the Planning Commission points out, the establishment of an urban growth monitoring program is an important measure. As their recommended added policy (following 1.4) states, it should be "undertaken immediately", and it deserves to be given a somewhat more specific charge than is included in policy recommendation 1.4. We would suggest that the Planning Commission's first added policy be modified to read as follows and that the second added policy be dropped:

Development of the urban growth monitoring program should be undertaken immediately. The role of each jurisdiction in implementing the program should be specified, and responsibility for overall coordination should be assigned. The program should consider



the conditions that would make new urban growth desirable as well as the conditions and reasons that would call for limitations on urban growth. On the basis of these conditions and reasons, the program should establish criteria which would, if met, trigger planning for new urban growth. [The remainder deleted.]

The successor to the present South County Joint Planning Advisory Committee might be the appropriate agency to coordinate the program, and to consider the appropriate conditions, reasons, and criteria for limiting or planning new urban growth.

Whatever the adopted wording of these policy recommendations and the designation of the responsible agency or agencies, we should all give a great deal of thought to the criteria which would trigger planning for new urban growth.

2. Economic Development

CGF strongly supports the Advisory Committee's recommendation in 2.2 that agriculture be encouraged and understood as a crucial part of a balanced South County economy.

The Planning Commission's specifying language in its revision of 2.3 is helpful, but it should be expanded to cover monitoring of environmental impacts associated with possible industrial growth. We would recommend that this sentence be added to the Planning Commission's revision of 2.3:

Recognizing also the possible impacts of industrial growth on water and air quality and on natural and heritage resources, monitoring programs should be used to assess and report the effects of industrial development on environmental quality and resources.



3. Jobs/Housing Balance

The sentence the Planning Commission has added to policy recommendation 3.2 should not be adopted. "Realistic residential development densities" suggests that planning should only be guided by a response to supposedly external necessities. Management of the jobs/housing balance and decisions about the kinds of communities citizens desire in the South County should guide residential development densities.

The Planning Commission's revision of 3.8 should be adopted: it is more clear and precise than the Advisory Committee's draft version.

5. Infrastructure

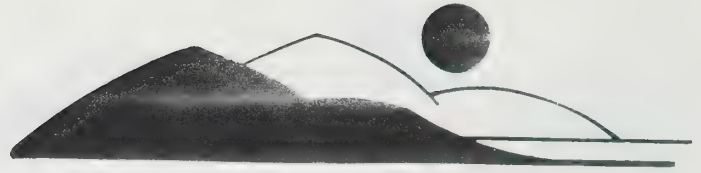
The Planning Commission's revision of policy recommendation 5.1.b weakens the policy and should not be adopted. It will generate additional public expenditure to support private investment and it is unclear. What are "appropriate" incremental public service costs? Why, by implication, is it inappropriate for developers to pay certain incremental public service costs created by their development?

6. Infrastructure: Sewers/Sanitation

We support the strengthened wording the Planning Commission has suggested for the opening paragraph.

A small but important addition should be inserted into 6.3, so that it would read as follows:

San Martin's sewage treatment needs should be determined with consideration given to the implications of economics, population, land use, environmental impacts, and the governmental status of San



Martin.

We would like to see the Advisory Committee's policy recommendation 6.4 remain unchanged, calling for a prohibition of alternative sewage treatment and disposal systems until a more reliable track record has been established. Careful scrutiny, which the Planning Commission has recommended should be substituted for prohibition, is not enough. This is simply too risky an issue to be granting exceptions. The record of package plants, the most likely alternative systems, are poor (as outlined in Appendix B, "Cost Revenue Analysis. Appendix: Package Sewage Treatment Plants", April 14, 1983). For both design and operational reasons they frequently fail. Water quality in South County is particularly sensitive to contamination. Bad water problems already exist in some areas, the water table is high, and percolation rates are high. The public clearly needs and wants clean water.

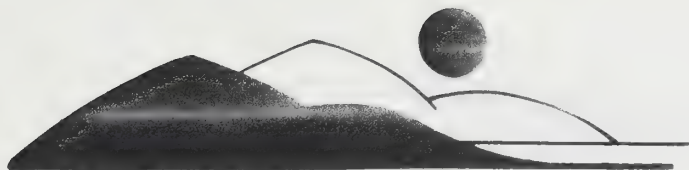
7. Water Supply

The policy that the Planning Commission has recommended be added after 7.3 has our full support.

Policy recommendation 7.5 should be stronger. Rather than "consider accepting the concept of "managing the aquifer"", each jurisdiction and agency pumping water from wells should manage the aquifer. We suggest that the policy recommendation be revised to read,

All jurisdictions and agencies pumping water from wells should cooperate in managing the aquifer so as to preserve the natural ecology of the region, secure the aquifer's utility as a water resource, and ensure the water's quality.

7.6 is strong and clear as drafted by the Advisory Committee: "Streams and other appropriate percolation areas should be protected." Percolation is a crucial ecological function performed by streams, but streams serve



many purposes (such as recreation, visual relief, and natural habitat) which together make it undesirable to do anything but preserve them in their natural state. The extra language in the Planning Commission's revision is unnecessary.

We support the Planning Commission's revision of 7.8 and the added policy they have recommended to follow 7.8. Both call for the inclusion of water reclamation and conservation as tools in managing water resources.

8. Water Quality

This section has our full support.

11. Infrastructure: Transportation

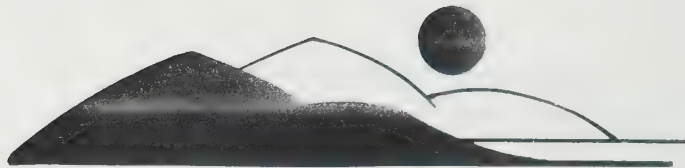
We support the Planning Commission's added recommendation that all South County jurisdictions carefully review the recommendations of Transportation 2000.

Infrastructure: Flood Control/Drainage

12. Flood Control

We believe it is essential to retain policy recommendation 12.9. It is well documented that development which increases run off and sedimentation in a watershed has cumulative effects on areas downstream which often result in flooding and the need for channelization and the destruction of riparian vegetation and natural habitat.

13. Local Drainage



A positive insistence should be made that local drainage facilities be installed in the context of a master plan for local drainage. We would recommend that "preferably" be deleted from the second sentence of the opening comment so that it reads,

... Developers of individual projects should be required to mitigate off-site and on-site impacts and, where appropriate, to install local drainage facilities which would contribute to an eventual areawide solution to the local drainage problems in the context of a master plan for local drainage which should be developed jointly by the Cities and the County.

We strongly support the Planning Commission's recommended added policy which follows 13.5.

14. Agriculture

The Advisory Committee has recommended a vigorous campaign in support of agriculture in the South County. We feel they should move a step further in calling on the Cities and the County to plan for the maintenance of significant areas as permanent agricultural land. The recommendations of the Planning Commission move in the opposite direction. In their revision of the comment before policy recommendation 14.5 they have deleted the word "permanent" from the degree of protection that should be given to "some prime agricultural lands in South County (particularly within the prime agricultural areas east and south of Gilroy)"; "permanent" should be restored. We also suggest that 14.4 be strengthened to read,

The County and Cities should consider further where they want to establish areas for the permanent preservation of agricultural lands, and they should establish programs to do so.

We would like to voice very strong support for 14.6. One of the main



avenues for weakening the protection of agricultural lands has been abuse of the allowance for "uses compatible with agriculture."

The Advisory Committee's policy recommendation 14.7 as presently worded presumes that agricultural lands will be needed for urban growth. It should be revised to read,

If and whenever any agricultural lands are converted to urban uses, the conversion should occur in an orderly manner to retain the stability and viability of remaining agricultural lands.

The Planning Commission's revision of 14.10 removes the Advisory Committee's recommendation that open space buffers be established between agricultural areas and urban expansion areas, stating only that where such buffer zones are created, activities should be limited to certain uses. We would recommend that some of the Planning Commission's language be accepted but that 14.10 read in full,

Open space buffers should be established between viable agricultural areas and urban expansion areas in order to minimize land use conflicts arising from the encroachment of urban development into or adjacent to agricultural areas. Activities in these open space buffer zones should be limited to uses which are compatible with both agricultural and urban activities and which preserve the open space character of the land. Specific uses should be defined through an open intergovernmental process.

The policy which the Planning Commission has recommended adding after 14.10 should be adopted.

15. Development Hazards/Environmental Safety

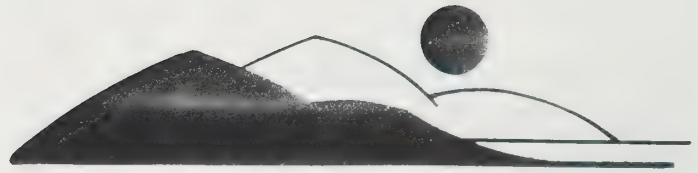
In the opening comment, "inconspicuous" would be a clearer choice of word than "compatible". The second to last sentence would then read in

COMMITTEE FOR GREEN FOOTHILLS

Peninsula Conservation Center

2253 Park Blvd., Palo Alto, California 94306

Phone: 327-5906



part,

...when hillside land is developed, it should appear inconspicuous and be done with minimum disruption of topography and vegetative cover...

Let's not take chances, either on water quality or on safety. We recommend that 15.5 be revised to read,

Development should be prohibited along the shores of reservoirs which can be expected to sustain damage from seismically-induced splash waves. These areas should be determined by the County Geologist.

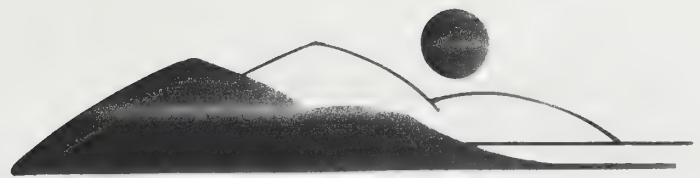
As revised by the Planning Commission, 15.7 is too restrictive in the reasons it lists for preserving streams and riparian areas in their natural state. Either the Advisory Committee's original wording should be maintained--it is strong and clear--or it could be revised as follows:

Natural streamside and riparian areas should be left in their natural state in order to preserve their value as percolation and recharge areas, natural habitat, scenic resources, and recreational corridors. If flood control projects needed to protect presently existing development make this infeasible, disruption should be minimized, maintaining slow flow and stable banks through design and other appropriate mitigation measures.

Policy recommendation 15.8 should be maintained in its original form. The Planning Commission's addition weakens the intent.

15.10.b should be revised to specify that no grading or construction should be allowed on hillsides with 30% or greater slope.

strict grading and building regulations (including a prohibition on grading and construction on slopes of 30% or more) to minimize instability of sloping areas and reduce public costs associated with



maintaining roads and utilities on unstable slopes.

16. Open Space and Recreation

It is important that the Advisory Committee not accept the Planning Commission's recommended addition to the opening comment. The County and the Cities have the legitimate right to regulate land use for the public welfare. The public interest in preserving open space, establishing greenbelts and parks will sometimes override individual property owners' private interests.

The Planning Commission's addition to 16.7 is an inappropriate specification of low-intensity rural uses. The policy recommendation should remain as written by the Advisory Committee.

16.11 is too broad in its list of uses appropriate for a greenbelt. Rural residential areas are not greenbelt; San Martin should not be considered as part of the greenbelt between Morgan Hill and Gilroy. We recommend that 16.11 read,

The area between Morgan Hill and Gilroy should be studied for the purpose of establishing a greenbelt with such land uses as low-density agricultural activities, recreational areas, and undeveloped natural areas. A more specific list of uses appropriate for a greenbelt should be developed through an open intergovernmental process.

16.13 should remain unchanged. The Planning Commission's addition of "planned cluster developments" is redundant; the same point is made under f. and g.

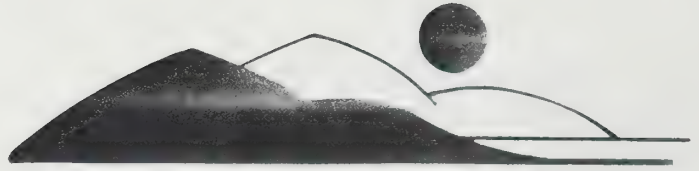
We strongly oppose the Planning Commission's recommended revision of 16.15.a. The purpose of these measures, as stated in the comment preceeding 16.15, is to coordinate action to preserve open space and meet

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recreational goals. This focus needs to be maintained. The Planning Commission's revision puts the emphasis on urban development, calling for the retention of only "some" open space lands. It reverses the priorities.

The parenthetical inclusion of planned cluster development should be struck from the Planning Commission's policy recommendation 16.15.f. This point, if adopted for inclusion in the Advisory Committee's report, should read,

- f. participate in the development of regional open space preservation programs utilizing acquisition, planning, and regulation.

Similarly, the Planning Commission's revision to 16.16.b should be changed to read,

protect open space resources by regulating land use to prevent the introduction of uses incompatible with open space resource preservation, with in legally permissible limits, and preserve open space through planning, regulation, and acquisition.

19. Coyote Valley

We support the Advisory Committee's original wording for 19.3. The Planning Commission's addition of "compensation techniques" is unnecessary. The County and the Cities have the right to regulate land use for the public benefit. While compensation may occasionally be appropriate, it will frequently either place an impossible financial burden on the public or frustrate the efforts at open space preservation.

20. Truck Stops

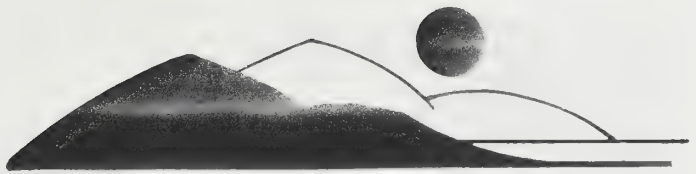
The Advisory Committee's recommended policies are good and should be maintained. The Planning Commission's revisions systematically reverse

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the Advisory Committee's recommendation that truck stops be located within cities. The "truck stops in cities" policy is prudent both in terms of infrastructure costs and in terms of protection for open space and environmental quality along highways. "Within cities", or the equivalent words, should be retained wherever the Planning Commission has recommended their deletion.

County of Santa Clara
California

Local Agency Formation Commission
County Government Center, East Wing
70 West Hedding Street
San Jose, California 95110
299-4321 Area Code 408

January 28, 1987

Supervisor Susanne Wilson, Chairperson
South County Joint Planning Advisory Committee
Office of Planning
Department of Land Use and Development
70 West Hedding Street
San Jose, CA 95110

Dear Chairperson Wilson:

The Santa Clara County Local Agency Formation Commission has reviewed the South County Joint Planning Program Recommendations, and is pleased to forward the following comments:

1. LAFCO endorses the concept of the Program, which, among other accomplishments, confirms LAFCO's present role, both as a regulator of orderly outward expansion of cities, and as a monitor of city expansion into agricultural and open space areas. Specifically, LAFCO endorses recommended policies 1.9, 14.9, 18.10, and 19.4.
2. We suggest that LAFCO be added as an implementor to policies 1.5, 3.3, 11.5, 14.10, and 18.15.
3. We suggest the addition of a new policy 4.8: "School district boundaries in the South County area should be reconsidered for pertinence to anticipated growth through the year 2005."
4. LAFCO has excluded San Martin from the Spheres of Influence of the Cities of Morgan Hill and Gilroy, and will continue to do so until such time as future governance and development level issues for the area have been resolved.
5. We urge the Program staff to clarify the difference between implementing actions involving boundary expansions, which do involve LAFCO, and actions involving development within existing Urban Service Areas, where LAFCO has no role.
6. We would like to request that the Advisory Committee keep LAFCO informed of developments related to implementation of the Program.

The Commission thanks you for the opportunity to comment on the Program recommendations, and commends the Advisory Committee for the excellent work it has done.

Sincerely,



Barbara Winckler, Chairperson
Local Agency Formation Commission



MONTEREY COUNTY

PLANNING DEPARTMENT

(408) 422-9018 - P.O. BOX 1208 - SALINAS, CALIFORNIA 93902

ROBERT SLIMMON, JR.
DIRECTOR OF PLANNING



December 31, 1986

Susan Phillips
Department of Land Use and Development
Office of Planning
County Government Center, East Wing
70 West Hedding Street
San Jose, CA 95110

Dear Ms. Phillips:

Thank you for the opportunity to review and comment on the South County Joint Planning Program. It is believed the Joint Planning Program is a project as defined by the California Environmental Quality Act (CEQA) and an Environmental Impact Report (EIR) is required consistent with CEQA.

The Joint Planning Program allows for substantial development with inadequate public services to accommodate proposed development. There is particular concern with findings and policies relative to "Sewers/Sanitation". Those sections of the Joint Planning Program are totally inadequate from both a regional planning perspective and CEQA. As an example of these inadequacies, attached are recommendations to correct deficiencies contained in the Final EIR for the Gilroy/Morgan Hill Long Term Wastewater Management Plan which has been proposed to meet future sewage needs for Gilroy/Morgan Hill. These recommendations address that project EIR and are appropriate recommendations to this Joint Planning Program.

In conclusion, it is recommended that an EIR addressing the impacts of the Joint Planning Program be required consistent with CEQA.

Sincerely,

A handwritten signature in cursive script, appearing to read "Robert Slimmon, Jr.", written in dark ink.

Robert Slimmon, Jr.
Director of Planning

RS/SM/cw

Attachment

cc: Norma Wood, State Clearinghouse
Board of Supervisors
County Counsel
AMBAG
Dwight Herr, Santa Cruz County Counsel

Based upon review of the Final EIR for the Gilroy/Morgan Hill Long Term Wastewater Management Plan, written correspondence and hearing testimony, the County of Monterey believes that the Final EIR is deficient until the following issues have been addressed.

SCOPE OF WORK

1. Focused (format numbers deleted are not needed) format of the additional information required to provide a full disclosure EIR.

- 1.0 New Introduction - paragraph explaining additions.

- 1.1 Authorization and Purpose - relationship to the existing "FEIR" and project.

- 1.2 Project Description

- 1.2.1 Objectives

- The EIR shall explain why discharge to the Pajaro River is "more reasonable or cost effective" than other alternatives, and also how such a discharge would "enhance water quality and provide an improvement for beneficial uses" as requested by the Regional Water Quality Control Board.

- 1.2.2 Characteristics of Project

- 1.2.2.4 Vicinity and Neighboring Land Use

- The EIR shall consider the value and uniqueness of the Pajaro River estuary and the effects of all proposed alternatives on that estuary, because it is one of only two perennial estuaries in the Monterey Bay.

- 1.3 Area Plans

- 1.3.4 Other Applicable Plans

- The EIR shall analyze the impacts of Pajaro River discharge on the U. S. Bureau of Reclamation proposal to use the river to convey San El Felipe Water.

2.1 Regional Setting

Include discussion of Monterey Bay estuaries particularly Pajaro River lagoon and stream system in Monterey and Santa Cruz Counties.

2.2 Geology

2.2.1 Describe the basic geology underlying the Pajaro River Valley west of Cluttenden Pass.

2.2.2 Describe the hazards specific to the river channel including possible levee failure and impacts of channel breaching.

2.2.3 Describe impacts and mitigation measures if necessary.

2.3 Soils Analyze and Discussion

2.3.1 Potential erosion hazards in the Pajaro Valley area levee soils.

2.3.2 Mitigation measures including landscaping and erosion control.

2.4 Hydrology

2.4.1 Surface Hydrology of the Pajaro River and its Channel.

2.4.1.1 The EIR shall study the effects of flow fluctuations and energy dissipating structures on Pajaro River organisms and fish habitat.

2.4.1.2 The EIR shall analyze the impact of streambed and streambank erosion, and the effects of increased river sediment loads on the Pajaro River, Pajaro Estuary and nearshore Monterey Bay Marine organisms.

2.4.1.3 The EIR shall analyze the synergistic effects of increased water flow, increased temperatures, increased turbidity, increased T.D.S., and increased nitrogen and phosphorus on Pajaro River organisms and water quality.

2.4.1.4 The EIR shall address the effects of other existing, proposed, and anticipated discharges into the Pajaro River.

2.4.1.5 The EIR shall determine the effects of abnormally high effluent concentrations of T.D.S. which may occur during certain times of the year.

2.4.2 Groundwater

2.4.2.1 The EIR shall consider the discharge of wastewater into the Pajaro River a groundwater recharge project, and shall therefore perform a Health Effects Study on the impacted areas. In addition, the State Department of Health Services shall convene the Health Effects Advisory Committee on Wastewater Reclamation to evaluate the Gilroy/Morgan Hill plan and to make recommendations to the State Water Resources Control Board, the Regional Water Quality Control Board, and the State Department of Health.

2.4.2.2 The EIR shall perform a detailed study of the geology, hydrology, and geohydrology of the Pajaro Valley Groundwater Basin and the Llagas subbasin. The EIR shall evaluate effects on groundwater supplies in relation to their annual yields, not storage capacities. In addition, the EIR shall address the environmental consequences associated with significant increases in T.D.S. sodium chloride and sulfate in the Pajaro Valley Groundwater basin and Llagas subbasin as well as the effects of toxic organic compounds and heavy metals on the water quality of the semi-perched aquifer.

2.4.2.3 The EIR shall evaluate the effects of all alternatives on the quality of Pajaro Valley groundwater.

2.4.3 Monterey Bay

2.4.3.1 The EIR shall study the synergistic effects of an additional wastewater discharge in close proximity to the existing Watsonville discharge. In addition, the EIR shall study the cumulative impact of all existing, proposed and anticipated wastewater discharges into Monterey Bay, using relevant criteria of significance to establish the degree of adverse impact.

2.4.3.2 The EIR shall analyze the effects of discharges of chemicals such as chromium and copper that, according to the EIR, will exceed ocean plan receiving water limitations.

2.5 Toxic Chemical Hazards

2.5.1 The EIR shall perform a health risk assessment of toxic chemicals in Pajaro Valley drinking water, Pajaro River water, and Monterey Bay water.

2.5.2 The EIR shall provide detailed information on levels of all toxic chemicals (especially volatile organics) present as influent to and effluent from the proposed treatment plant, including which chemicals are biodegraded, which are volatilized, and what percentage removal is expected.

2.5.3 The EIR shall perform a detailed study of the chronic and acute effects of the toxic chemicals discharged on Monterey Bay, Pajaro River and Pajaro Estuary organisms, using relevant criteria of significance. In particular, the EIR shall study the effects of bioaccumulation of these toxic chemicals, a food chain effects, and the subsequent human health effects of consuming contaminated organisms. The EIR shall study both the toxicity of chemicals at proposed discharge levels, and their toxicity at higher discharge levels associated with pre-treatment or treatment system failure. The EIR shall analyze the effects of all expected toxic chemicals, especially those not included in the ocean plan.

- 2.5.4 The EIR shall present a detailed description of the proposed industrial pre-treatment systems, including:
- a) design and operation
 - b) efficiency of removal of toxic chemicals
 - c) regulation, inspections, monitoring and enforcement
 - d) names of all discharges and location
- 2.5.5 The EIR shall describe in detail the proposed pre-treatment and pre-discharge monitoring programs and will explain how they will prevent or minimize adverse impacts to Pajaro Valley groundwater and the Pajaro River and Monterey Bay ecosystems in case of pre-treatment or treatment plant failures.
- 2.5.6 The EIR shall analyze the effects of failures or disruptions of pre-treatment or treatment facilities on Pajaro Valley groundwater and Pajaro River and Monterey Bay organisms and water quality.
- 2.5.7 The EIR shall propose realistic mitigation alternatives (not monitoring) to protect Pajaro Valley groundwater and Pajaro River and Monterey Bay organisms and water quality should pre-treatment or treatment system failures or other factors cause accidental release of un-or-partially treated sewage.
- 2.5.8 The EIR shall recognize that ocean plan and NPDES discharge requirements do not address our requirements for toxic chemical discharges. Therefore, compliance with these two standards will not mitigate toxic chemical discharges into the Pajaro River and Monterey Bay.

2.6 Vegetation and Wildlife

- 2.6.1 The EIR shall study the effects of temperature increases on the migration patterns, productivity and life cycle of Pajaro River steelhead trout, and on the increased toxicity of total ammonia and other constituents to fish and other river organisms.

- 2.6.2 The EIR shall study the biostimulation effects of elevated nitrogen and phosphorus levels in the Pajaro River discharge.

3.3 Project Alternatives

- 3.3.1 The EIR shall explain the feasibility and effects of using de-watering wells and underdrains to alleviate over saturation of the upper semi-perched aquifer.
- 3.3.2 The EIR shall consider alternative land disposal sites in more detail, including sites outside of the immediate sewer service area that do not recharge water supply formations or otherwise affect water quality.
- 3.3.3 The EIR shall consider the connection of Morgan Hill with the San Jose sewage disposal system as an integral part of a viable alternative plan.
- 3.3.4 The EIR shall consider limitations on area growth as a viable alternative to the project.
- 3.3.5 The EIR shall analyze the effects of mixing wastewater from de-watering wells and underdrains with water from the semi-perched aquifer. The EIR shall study how this semi-perched water which is recharged by agricultural return water containing toxic chemicals such as pesticides, herbicides, and fertilizers, will affect the quality of the discharge, and affect Pajaro Valley groundwater, and Pajaro River and Monterey Bay organisms and water quality.
- 3.3.6 The EIR shall study the effectiveness of soil filtration as a treatment process when the water table rises to within three feet of the surface.
- 3.3.7 The EIR shall consider an advanced tertiary level of treatment that will remove bacteria, heavy metals and toxic chemicals to levels where the discharge will meet drinking water standards.



MORGAN HILL UNIFIED SCHOOL DISTRICT

P.O. BOX 927 • MORGAN HILL, CA 95037 • (408) 779-5272

January 27, 1987

David Bischoff
Community Development Director
City of Morgan Hill
17555 Peak Avenue
Morgan Hill, Ca. 95037

RECEIVED
FEB 13 1987

CITY OF SAN JOSE
PLANNING DEPARTMENT

Dear Mr. Bischoff:

We are pleased to be asked to comment on the South County Joint Planning Program recommendations. As you know, the Morgan Hill Unified School District was not represented on the planning committee. Ken Noonan, Superintendent of Gilroy Unified School District, was appointed by the Gilroy City Council and Bob Foster, a former Board member in our district, was one of the representatives of Morgan Hill. Together they did a very commendable job representing education in south county.

During the course of the study, the County Staff spent a great deal of time with our staff seeking our input, both recommendations and concerns, as the committee dealt with issues that might impact the school district. Attendance at several meetings and a thorough review of the recommendations reinforces my belief that the committee heard and understood our concerns and incorporated them in their recommendations.

Specifically, we endorse each one of the committee's recommendations as they pertain to education, 4.1 through 4.16, inclusive.

In a more general sense, the ultimate value of this effort, I believe, rests with the implementation of Recommendation 22.12:

"The South County cities and the county should continue to build upon their existing agreements and work in concert with neighboring jurisdictions, school districts and agencies in order to further the coordination and cooperation which has already began."

I trust that the Planning Commission and the City Council find these recommendations as appropriate as we do.

Sincerely,

Robert Stannard
Superintendent

RS:rfrk



CITY OF SAN JOSE, CALIFORNIA

DEPARTMENT OF CITY PLANNING
801 NORTH FIRST STREET
SAN JOSE, CA 95110-1795

GARY J. SCHOENNAUER
DIRECTOR OF PLANNING

January 27, 1987

Eric Carruthers
Principal Planner
Department of Planning and Land Development
County of Santa Clara
70 West Hedding Street
San Jose, California 95110


SUBJECT: REVIEW OF RECOMMENDATIONS ON THE SOUTH COUNTY
JOINT PLANNING PROGRAM

Dear Mr. Carruthers

We have reviewed the policy recommendations of the South County Joint Planning Program. Our comments generally focus on those policies addressing Jobs/Housing Balance, Educational Facilities, Preservation of Open Space, and Development in the Coyote Valley. Many of the recommended policies are addressed in, and consistent with, the City of San Jose's Horizon 2000 General Plan. In addition, San Jose's recent Hillside and Greenbelt Study supports the establishment of a program for the preservation open space between the Cities of San Jose and Morgan Hill. Although we agree with those policies related to the provision of educational facilities in concept, they may be more effectively implemented through the recent School Impact Fee Legislation (AB2926). Specific comments for each of these policies are attached.

We appreciate the opportunity to comment on the South County Plan and look forward to continued involvement in the plan's development.

Sincerely,


Jim Derryberry
Chief of Planning

JD:NH:lw
REVREC:1/A-2

Attachment

JOBS/HOUSING BALANCE

- 3.3 San Jose's Horizon 2000 General Plan supports a balance of jobs and housing for the City as a whole. This balance, however, not intended on a sub-regional basis as suggested in this policy for the Coyote Valley. Since the balance between jobs and housing is only one of the City's concerns, land use decisions must also consider other issues. Equally important to balancing jobs and housing is reducing impacts on the local transportation system through "reverse commute". Addressing all relevant issues precludes a jobs/housing balance for small segments of a city. Information about San Jose's jobs/housing balance is available for review by other jurisdictions.
- 3.4 It should be the responsibility of each city to monitor and adjust its respective job/housing balance. Sharing this information with other jurisdictions could promote land use decisions which are beneficial at both the local and regional levels. However, it should not be the responsibility of cities to monitor the development decisions, and resulting cumulative impacts, of other communities. While it is appropriate to review and comment on specific development proposals within other jurisdictions, this review should be limited to environmental impacts beyond individual city boundaries.
- 3.5 The intent and language of this policy is unclear. The City of San Jose is committed to a jobs/housing balance and will continue to implement programs and techniques to accomplish this objective. We assume that other local communities have a similar objectives. In concert with policies to positively affect the jobs/housing balance, the Horizon 2000 General Plan includes policies to address associated transportation issues (i.e., Transportation Level-of-Service, Traffic Management Program). Likewise, the City has housing policies to address the issue of affordability. In fact, San Jose currently provides most of the affordable housing for the County.
- 3.7 The City of San Jose would be willing to work with other South County communities to minimize impacts as a result of Coyote Valley development.

EDUCATION

- 4.1 The need for this policy maybe preempted by the recent School Impact Fee Legislation (AB 2926). The legislation allows school districts to set and levy fees to finance school construction necessitated as a result of new development. Each jurisdiction is to collect these fees prior to the issuance of building permits.

- 4.14 The need for Mello Roos funds for school construction necessitated by new developments in the Coyote Valley also appears to be preempted by the School Impact Fee Legislation.

OPEN SPACE AND RECREATION

- 16.5 This policy is supported by the Greenline established in the City of San Jose's Horizon 2000 General Plan and in the City's recent Hillside and Greenbelt Study and Task Force recommendations.
- 16.10 The City of San Jose has implemented this policy by designating the southern portion of the Coyote Valley as Coyote Greenbelt in the Horizon 2000 General Plan. We recommend that Morgan Hill support a similar effort for an adjacent greenbelt within their jurisdiction to strengthen the separation between the two cities.

COYOTE VALLEY

- 19.1 The City of San Jose is willing to discuss the progress of development in the Coyote Valley, as well as the preservation of the Coyote Greenbelt, with representatives from Morgan Hill, Gilroy, the County and the School Districts.
- 19.2 The School Impact Fee Legislation (AB 2926) will likely preempt the need for this policy.
- 19.3 This policy, as previously identified under 16.10, is already incorporated in San Jose's Horizon 2000 General Plan and Hillside and Greenbelt Study. We encourage Morgan Hill to initiate and implement similar measures to contribute to the Greenbelt between the two communities.
- 19.4 It seems appropriate that LAFCO consider job/housing balance, school impaction and Coyote Greenbelt implementation as part of its review process for specific proposals.
- 19.5 This policy should focus on retaining existing uses which support the Coyote Greenbelt (i.e. those which maintain agricultural or rural character). Expansion should not be permitted when it intensifies an existing non-agricultural or non-rural use. Uses compatible with the Greenbelt should be narrowly defined so that the open space character of the area is not compromised with a preponderance of industrial uses supporting agriculture.

Santa Clara Valley Water District



5750 ALMADEN EXPRESSWAY
SAN JOSE, CALIFORNIA 95118
TELEPHONE (408) 265-2600

February 19, 1987

Ms. Susan Phillips
Office of Planning
County of Santa Clara
70 West Hedding Street
San Jose, CA 95110

Dear Susan:

Subject: South County Joint Planning Program Advisory Committee
Recommendations

You have asked for any further review comments on the subject recommendations. We have reviewed the South County Joint Planning Program report with regard to flood control and have the following comments:

1. Congress has recently appropriated funding for the Uvas Creek Project and construction is expected to begin this summer. To account for this, paragraph 6.7 on page 3-22 should read:

6.7 The Uvas Creek Project is a federal project designed by the US Army Corps of Engineers. Funding for the project has been appropriated and construction is scheduled to begin in the summer of 1987.
2. To clarify that development within 50 feet of a watercourse is also in the jurisdiction of the local city or the County, the wording of paragraph 6.15 on page 3-23 should read:

6.15 Development proposed within 50 feet of a creek bank is in the jurisdiction of the local city or the County and is also within the jurisdiction of the Santa Clara Valley Water District. As such, it is subject to the District permit review process in addition to those of the other agencies. Since development that occurs beyond 50 feet of a creek is not within the jurisdiction of the District, the City or the County has responsibility for review of drainage plans and solutions for those developments. The SCVWD does not review development plans for properties away from creeks unless requested to do so in special situations.
3. We suggest moving paragraph 7.5 to follow paragraph 7.1 on page 3-23.
4. We would like to see stronger support for the District's recommenda-

tion that, wherever possible or practical, streamside development be separated from creeks by streets, especially in the "Recommended Policy Plan" and "Implementation Action Plan" sections of the report. Proposed wordings are as follows:

Page 4-16:

- 12.4 Streamside development should be designed in such a way as to facilitate maintenance of the waterway and protection of the environment and riparian areas. Careful consideration should be given to the use of streets to separate development from the waterway consistent with Santa Clara Valley Water District recommended streamside street designs. Where appropriate, such streets should be a condition of development. (Add underlined wording).

Page 6-18 (under "Recommended Implementing Action"):

- 12.4 Policy, Staff: Review proposals for consistency. Also consider and, where appropriate, require, that streets separate development from waterways consistent with Santa Clara Valley Water District recommended streamside street designs.

Sincerely,



Stan Wolfe
Head, Project Development Branch

**SIERRA
CLUB**



GUADALUPE REGIONAL GROUP

"Representing the South San Francisco Bay Area".

441 Park Avenue
San Jose, California 95110
(408) 293-1121

December 29, 1986

Susan Phillips
Department of Land Use and Development
Office of Planning
County Government Center, East Wing
70 W. Hedding St.
San Jose, CA 95110

Dear Ms. Phillips:

Enclosed please find written comments on the South County Joint Planning Program Policy Recommendations from the the Loma Prieta Chapter of the Sierra Club.

Thank you for including us in this process, and we look forward to more participation in the future.

Sincerely,

Linda Aeschliman

Linda Aeschliman
Sierra Club Member

Written comments on file in the County Office of Planning.

County of Santa Clara California

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March 13, 1987

MAY 28 1987

TO: BOARD OF SUPERVISORS
FROM: DEPARTMENT OF LAND USE AND DEVELOPMENT

UNIVERSITY OF CALIFORNIA

SUBJECT: SOUTH COUNTY JOINT PLANNING--PRELIMINARY ACTION ON SOUTH COUNTY
POLICY RECOMMENDATIONS

A. RECOMMENDED ACTIONS

The Department of Land Use and Development recommends that the Board of Supervisors take the following actions:

Planning Commission Recommendations:

1. Act on the Planning Commission recommendations with the exception of policies 9.12, 10.3, and 16.4+. A policy-by-policy listing of the Commission's recommendations appears in Appendix A.

Additional Policy Recommendations

2. Discuss the Dept. of Land Use and Development recommendations for policies 9.12, 10.3, and 16.4+. These are itemized in Appendix B.
3. Act on the Dept. of Land Use and Development recommendations for policies 9.12, 10.3, and 16.4+.

Procedural Recommendations Regarding Policy Review

4. Transmit the Board action to the South County Joint Planning Advisory Committee for reconciliation with the recommendations of the co-sponsor agencies (the Cities of Morgan Hill and Gilroy).
5. Transmit to the Joint Planning Advisory Committee the comments received from agencies which are not under the jurisdiction of the Board of Supervisors. (These are compiled in Appendix C.) Invite review of these comments by County officials for referral to the Advisory Committee's policy reconciliation discussions.
6. Request a report back from the Advisory Committee in July, 1987.
7. Reaffirm County membership on the Advisory Committee (see attached list). Appoint Planning Commissioner Edith Edde to fill the seat vacated by former Commissioner Don Christopher.

Recommendations Regarding Ongoing Planning Activities

8. Schedule for May, 1987 Board discussion of continued County participation in the South County Joint Planning Program.

B. FISCAL IMPLICATIONS

The recommended actions carry no fiscal implications at this time.

It is possible to identify two areas in which fiscal implications can be anticipated to occur after the Advisory Committee reports back to the Board with a revised set of policies: the CEQA implications of policy adoption and the staffing implications of continuing a joint planning program. Both are summarized below. A more detailed discussion of anticipated fiscal implications will accompany the Advisory Committee's report back to the Board in July.

CEQA Implications of Policy Adoption

After the Advisory Committee reconciles the policy concerns which have been raised by the County and the Cities of Morgan Hill and Gilroy, a revised policy document will be available in June for review by the program sponsors. The Board and the two City Councils will be asked to indicate their preference for disposition of the joint policies. While the precise form of action has not yet been specified, policy adoption will require preparation of an EIR.

Continuing Joint Planning

The Planning Commission has recommended that the County continue its participation in the joint planning program. Policies 22.15 and 22.18+ identify the issues which have been suggested by the Advisory Committee and the Planning Commission as high-priority topics for a second phase of joint planning.

The fiscal implications for a second phase program will depend on the nature of the program and the topics selected. The Cities of Morgan Hill and Gilroy have indicated their willingness to participate in sharing the program costs.

C. REASONS FOR RECOMMENDATION

Approval of the recommended actions is necessary in order to move toward agreement with the Cities of Morgan Hill and Gilroy on joint policies for South County.

Recommendation #1: Act on the Planning Commission's recommendations.

During the last four months, the Planning Commission has conducted a detailed review of the South County policies proposed by the Advisory Committee. In formulating its recommendations, the Commission reviewed each policy for conformance to the County's adopted General Plan. In addition, Commissioners considered the recommendations developed by the Department of Land Use and Development (which incorporated comments received from other County Departments and Agencies), as well as comments made by other participants in the Commission's study sessions. Appendix A presents a policy-by-policy listing of the Planning Commission recommendations.

Recommendation #2 & 3: Discuss and act on the Dept. of Land Use and Development recommendations for policies 9.12, 10.3, and 16.4+.

In all but three recommendations, the Department of Land Use and Development and the Planning Commission concur. Appendix B presents a comparison of the three policies for which the Planning Commission and staff recommendations differ.

The staff recommendations for these three policies (9.12, 10.3, and 16.4+) were prepared by the Department of Land Use and Development in response to concerns raised by other County agencies or departments. Due to the timing of their preparation, the Planning Commission did not have the opportunity to review the staff's recommendation on these policies prior to taking action on March 5.

Policy 9.12: As indicated in Appendix B, policy 9.12 has been recommended for deletion at the request of the Department of Environmental Health Services Toxics staff.

Policy 10.3: Revised wording for policy 10.3 has been recommended at the request of the Department of Health Services Toxics staff.

Policy 16.4+: A new policy (16.4+) has been recommended at the request of the Transportation Agency.

Recommendation #4: Transmit the Board action to the South County Joint Planning Advisory Committee for reconciliation with the recommendations of the co-sponsor agencies (the Cities of Morgan Hill and Gilroy).

The South County Joint Planning Advisory Committee has scheduled three policy reconciliation meetings in April and May. At that time, the Committee will review the recommendations made by the Board of Supervisors and the Morgan Hill and Gilroy City Councils. A revised set of policies will be formulated for referral and action by the three sponsor agencies.

Recommendation #5: Transmit to the Joint Planning Advisory Committee the comments received from agencies which are not under the jurisdiction of the Board of Supervisors. (These are compiled in Appendix C.) Invite review of these comments by County officials for referral to the Advisory Committee's policy reconciliation discussion.

A number of comments have been received from agencies which are not under the jurisdiction of the Board of Supervisors. The purpose of this recommendation is to ensure that County officials have an opportunity to respond to these comments.

Recommendation #6: Request a report back from the Advisory Committee in July, 1987.

The reconciled policies will be available for review in June, 1987. Staff is recommending that the Board place on its agenda in July a report from the Advisory Committee.

Recommendation #6: Reaffirm County membership on the Advisory Committee (see attached list). Appoint Planning Commissioner Edith Edde to fill the seat vacated by former Commissioner Don Christopher.

The Advisory Committee has recommended that each sponsor agency reaffirm its membership of the Committee. The vacancy created by former Planning Commissioner Don Christopher should be filled by Edith Edde, who is the new Planning Commissioner appointed to represent South County.

Recommendation #8: Schedule for May, 1987, Board discussion of continued County participation in the South County Joint Planning Program.

One of the principal recommendations of the South County Advisory Committee calls for continued joint planning for South County. Policies 22.15 through 22.18 reflect topics which the Advisory Committee is recommending for a second phase of joint planning. The County Planning Commission has suggested an additional topic relating to the jobs/housing balance and urban growth monitoring programs. This is listed as policy 22.18+.

The Cities of Morgan Hill and Gilroy have indicated their willingness to participate in funding a second phase of joint planning. Staff is recommending that the Board schedule this discussion for May, prior to the June budget deliberations.

D. BACKGROUND

Overview of Major Policy Recommendations

1. Continue Existing Policies

The major thrust of the South County policy recommendations is that existing County and City policies should be maintained.

After having reviewed ABAG's population and employment projections for South County, the Advisory Committee concluded that the amount of land designated for urban use in the general plans of the County and the two Cities is sufficient for the South County's anticipated growth to the year 2005. (Present rates of growth in the Cities of Morgan Hill and Gilroy are constrained both by residential growth control ordinances and by a lack of capacity in their jointly-owned sewage treatment plant.)

Additional areas of current policy which were endorsed by the Advisory Committee cover:

- Planned urban growth with contiguous expansion outward from city centers
- Protection of environmental quality, particularly with regard to water resources and areas which are hazardous for development
- Guarantee continuity of the wide variety of open space resources linked to the urban areas, with recommendation for coordination with the Preservation 2020 Program
- Coordination of planning for schools with urban growth
- Diversified economic development
- Land use and development standards for San Martin

2. Achieve Jobs/Housing Balance

Concern about the existing jobs/housing imbalance in South County has led each City to encourage employment growth which will serve the needs of its own population. The South County jurisdictions are determined to achieve jobs/housing balance within the South County; at the same time, they are determined not to bear the brunt of responsibility for providing housing to balance job growth in other areas.

The widespread concerns about jobs/housing balance, and the implications for future urban growth in South County resulted in recommendations that jobs/housing monitoring be undertaken. The County Planning Commission has expanded on the Advisory Committee's proposals by suggesting additional policy language which clarifies the nature of monitoring programs, both for jobs/housing balance and for future urban growth. In addition, the Commission has recommended that an urban reserve be identified for growth expected to occur after 2005, which is the time frame of the study.

3. Resolve Urban/Rural Development Issue

In some instances, clarification of existing policy and closer coordination in policy implementation is required. This is particularly true of the "rural versus urban use" issue which often arises in the context of land use decision-making for South County.

The question of what constitutes an "urban" as opposed to "rural" use was considered by the Advisory Committee at some length. In the course of discussion, this topic became linked to the issue of County/City revenue- and cost-sharing. Because the Committee did not consider the revenue issues to be within its charge, the urban/rural land use issue was not resolved.

Discussion of cost and revenue sharing between the County and the Cities has since been initiated at the executive level. The Advisory Committee, recognizing that the rural/urban issue lies at the heart of many South County concerns, has recommended that resolution of this topic be a high priority item for the next phase of joint planning. (The Department of Land Use and Development and the Planning Commission concur with this recommendation, which is included as policy 22.15 in Appendix A.)

When discussion of this matter is resumed, two approaches to resolving the issue are possible. A list of acceptable uses for rural areas may be generated, or a process may be defined for determining, case-by-case, whether a proposed use is acceptable.

4. Continue Joint Planning Process

Continuing the joint planning process is necessary to resolve the rural/urban development issue, to establish methods for achieving jobs/housing balance, to monitor implementation of joint South County policies and to resolve new interjurisdictional issues as they arise.

Joint Planning Process

The Board of Supervisors, jointly with the City Councils of Morgan Hill and Gilroy, established the South County Joint Planning Program in February, 1985, with the direction that a set of joint policies for South County be developed. A Joint Planning Advisory Committee was appointed with representatives from the Board, the City Councils, the three Planning Commissions and the community, including the unincorporated community of San Martin.

Following a year and a half of study and discussion, the Advisory Committee published its report, in which the findings and recommendations which had been made in the course of the Committee's deliberations were outlined. The Board received an introductory presentation of this information in October

Since October, the draft policies have been reviewed by a variety of organizations and agencies, as well as by the Cities of Morgan Hill and Gilroy. Within the County, the recommendations have been circulated to the appropriate departments and agencies for review and comment. The County Planning Commission has undertaken an intensive review. Six study sessions were scheduled for the purpose of preparing the Commission's recommendations to the Board.

The material which has been submitted to the Board presents the results of the County's internal review, as well as the comments which have been received from other reviewing agencies and organizations.

E. STEPS FOLLOWING APPROVAL

1. Board recommendations to be forwarded to the Advisory Committee for policy reconciliation with recommendations to co-sponsor agencies (the Cities of Morgan Hill and Gilroy).
2. Clerk of the Board to agendize a report from the Advisory Committee for a meeting in July, 1987.
3. Clerk of the Board to agendize Board of Supervisors discussion of the County's continued participation in South County joint planning for May, 1987.

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